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ABSTRACT

A developmental study explored appropriate teaching and learning strategies for providing education about leisure activities and economic activities to the unemployed in Southampton, England. Developing a curriculum with unwaged adults was found to involve contact-outreach, negotiation, establishing an educational infrastructure, the learning experience itself, learner support and follow-up, evaluation, and integration. The study recommended that developers be clear about sociopolitical aims; foster individual autonomy by helping unwaged adults investigate and understand the social and economic context of unemployment; be clear about what the institution can offer; suggest educational starting points for the adult; and take into account the adult's skills and experience. Providing education for leisure activities was found to have little meaning for many unwaged women and unemployed people in general. Coping activities may be more meaningful. Some learning activities, such as the development of hobbies, were found to require individual help. When trying to help adults create economic opportunities, the developer should plan on a first, exploratory and student-centered stage of student self-assessment, confidence-building and investigating what a business is and how it works. The second, more technical stage will help the student study the details of bookkeeping and other aspects of business. (The document concludes with recommendations for institutions, collaboration contracts involved in the study, a list of elements of good practice, and 27 references.) (CML)

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... in the areas of leisure and opportunity creation

Negotiating the Curriculum with Unwaged Adults

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- REPLAN is a programme to promote the development of education opportunities for the adult unemployed.

- REPLAN aims to help those who provide education by identifying and publicising the most effective ways and means of meeting the educational needs of the unemployed, and by encouraging closer collaboration between the various providing agencies.

- The programme is funded by the Department of Education and Science and the Welsh Office; certain elements of the programme are also supported financially by the Training Agency. On behalf of REPLAN, the FEU and National Institute of Adult Continuing Education (NIACE) are managing complementary programmes of development projects and NIACE is employing and managing an advisory team of field officers led by a national co-ordinator.

- Staff development programmes are being organised by NIACE in collaboration with the Regional Advisory Councils for Further Education, with participants drawn from a wide range of institutions and agencies in the statutory and voluntary sectors.

- Education Support Grants have been allocated to many local education authorities to strengthen the planning and co-ordination of provision for unemployed adults in their areas.

- For further information on REPLAN, contact:
  - The REPLAN Office (DES) Tel 01-934 0612
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... in the areas of leisure and opportunity creation

Negotiating the Curriculum with Unwaged Adults

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A practical manual, *Guidelines for Educational Work with Unwaged Adults*, has been written to accompany this report. Please write to the FEU Information Centre, 2 Orange Street, London WC2A 7WE for a copy.

FOREWORD

This project, undertaken for the FEU REPLAN programme by Rennie Johnston and his team at the University of Southampton, was originally intended to explore the implementation of the contrasting elements of the Watts and Knasel curriculum[1] — 'Leisure' and 'Opportunity Creation'. A sub-text of this examination might have been to examine the fitness of different types of institution (e.g. adult education and further education) to deliver the different elements of the curriculum. During its life, however, the project developed these original aims and also built on a previous NIACE/REPLAN[2] project to produce what was in effect a critique of the Watts and Knasel framework, as well as creating, identifying and monitoring good practice in curriculum development with unemployed adults. In this development, issues connected with institutional types, though considered, became a secondary issue.

The study of the two Watts and Knasel elements nevertheless provided valuable insight into suitable modes of delivery, the link between learning and action, the identification of different learning stages and modularisation of the curriculum.

The Watts and Knasel manual itself was critically reviewed and found to suffer to some extent from being educator-framed (rather than student-centred), gender-biased (not taking account of the variety of routes to employment used by women, for example) and deficient in some of its definitions (what is 'leisure' to the totally unemployed?). Nevertheless, as a starting-point, the manual proved of immense value and the necessity to review it in the light of experience had already been appreciated some four years after its original publication.

This report is an interesting and careful study of active curriculum development for the adult unwaged mainly in an outreach mode. It should be read in conjuction with the report of the previous (NIACE) project as well as *The Outreach College* (FEU, 1989).

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Development Officer
Further Education Unit

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1. *Adult Unemployment and the Curriculum: A Manual for Practitioners* (FEU, 1985)
2. *Exploring the Educational Needs of Unwaged Adults*, Rennie Johnston (NIACE/REPLAN, 1987)

GUIDE TO THE REPORT

PART 1: BACKGROUND

Chapter 1 and Appendix A (Project Information Bulletin) provide information on the project's aims and starting-points. This chapter traces the different traditions and values of the project partners: the Further Education Unit and the Department of Adult Education at Southampton University.

Chapter 2 sets the project in its Southampton context. It gives details of unemployment in Southampton and highlights some of the problems for unemployed people in the city. It also explores some policies and essential characteristics of the project's partner educational institutions.

Chapter 3 identifies the initial influences on the project's approach and examines the different processes undertaken in developing the original curriculum development strategy.

PART 2: THE PROJECT IN ACTION

Chapter 4 describes the three different working contexts in which the project team developed a curriculum with unemployed adults. These contexts are entitled 'market-based', 'community-based' and 'collaborative'. Each context is described and analysed with reference to the different elements of the project's curriculum development strategy.

PART 3: CONCLUSIONS AND LESSONS LEARNED

Chapter 5 examines the effects of using the contrasting curricular areas of 'Leisure' and 'Opportunity Creation' as starting-points in a curriculum negotiation. Based on project experience, it points to appropriate teaching and learning strategies in each curricular area.

Chapter 6 evaluates the key influences on its curriculum development strategy in the light of project experience. It suggests the most appropriate way of using a manual like *Adult Unemployment and the Curriculum* in developing the curriculum. It assesses the implications of deciding on clear socio-political aims, and being committed to 'good practice' and negotiation.

Chapter 7 reviews the project's curriculum development strategy with unemployed adults and identifies the separate elements of that strategy and their inter-relationship. It examines each element in turn and draws out key conclusions and implications for the whole curriculum development process.

PART 4: RECOMMENDATIONS

Chapter 8 highlights the key message arising out of the project experience.

Chapter 9 indicates their particular relevance for educators working in different institutional contexts.

THE PROJECT

This report is one of the outcomes of the programme of curriculum development conducted by the Further Education Unit (FEU) for REPLAN. The project was first negotiated in the summer of 1986 with the Training and Research Division of the Adult Education Department of Southampton University. At this time the department was just finishing a REPLAN-funded action-research project supervised by the National Institute of Adult Continuing Education (NIACE). This prior project was completed in December 1986 and its final report, entitled *Exploring the Educational Needs of Unwaged Adults* (Johnston, 1987a), was published by NIACE in October 1987.

The FEU project started in February 1987 when two half-time workers were appointed to work primarily with one member of staff in the Adult Education Department (25 per cent of his time allocated), with additional and occasional support from the Chair of the Training and Research Division. The title of the project was 'A Comparative Study of the Implementation of Contrasting Objectives for the Unemployed', these contrasting objectives being those of 'Leisure' and 'Opportunity Creation' as identified in the FEU publication, *Adult Unemployment and the Curriculum* (Watts and Knasel, 1985).

AIMS AND STARTING-POINTS

The project's two main aims were set out as follows:

- to explore and define appropriate teaching and learning strategies for contrasting objectives in educational provision for the unemployed;
- to develop the experience of outreach methods derived from an earlier project (the previous mentioned NIACE project).

These very aims (and the background information) as set out in the Project Information Bulletin (Appendix A) reflected a clear compromise contract, the result of negotiation between the project proposers, the Training and Research Division of the Department of Adult Education at Southampton University, and the sponsoring organisation, the FEU. The former were interested primarily in building a curriculum development strategy with unemployed adults where outreach and initial negotiation held a central place. The latter were interested primarily in validating, developing and implementing the curricular concepts outlined in the manual *Adult Unemployment and the Curriculum*.

TRADITIONS AND VALUES

This compromise reflects the different histories and traditions of the two partners in the research. The FEU has its roots in the further education sector, with an emphasis on institution-based curriculum development and the primacy of vocational considerations. In contrast, the Department of Adult Education has its roots in the liberal tradition of adult education. Its work with unemployed adults has developed along similar lines to the reinterpretation of this tradition as set out by Ward and Taylor

(1986) in *Adult Education and the Working-Class*, with an emphasis on community-based curriculum development with unemployed adults, which acknowledges their overriding objective of employment but nevertheless is wary of many of the assumptions and values of a 'vocational' approach.

For the sake of balance, however, it should be noted that the FEU, from its early publications like *A Basis for Choice* (1982), has never represented narrow vocationalism, but rather has promoted a broad curriculum in which a full range of educational options, and not just narrow training objectives, is advocated. This can be illustrated, for example, by the way it has been extending its work in the adult education field and shifting emphasis from the needs of the institution to those of the learner.

ATTITUDES TO RESEARCH

Within the above histories and traditions, research is viewed somewhat differently. The FEU's guiding principles are that research should have a clear instrumental purpose: to deliver transferable messages and models to the field. The Training and Research Division has some scepticism about the practicability of transfer, with much of its previous research work stressing the importance and uniqueness of each specific learning context (see Usher and Bryant, 1988; Usher and Johnston, 1988).

Furthermore, the FEU has a tradition of quantitative research where surveys and questionnaires play an important part in assessing need. Its publications concerned with work with the unemployed have placed considerable importance on initial survey work in developing an action-research methodology. The Training and Research Division is less committed to quantitative methods; the preceding NIACE project with unemployed adults which inevitably shaped the views of the project team (three out of four had been involved in it) pursued a less-structured form of action-research. In action, a strong emphasis was put on developing a long-term dialogue with unemployed adults about education and its relevance to their lives; and in evaluation, prime importance was placed on the generation of action that would continue after the project funding had ended (Johnston, 1987a, Chap.6).

With all the above in mind, it is not surprising that some differences of perspective, project interpretation and action arose between the project team and the FEU. However, these differences are interesting, not only because they relate to different traditions from the past, but even more so because they reflect increasing tensions between the values, institutional contexts and practices of the worlds of further education and adult education as they are being brought closer together through external strategies and socio-economic factors.

Having outlined the different values and starting-points of the project partners, it is now appropriate to provide further details of the background to the project, its guiding principles and the different ways in which the curriculum was developed in practice.

SOUTHAMPTON AND ITS ECONOMY

Southampton has a population of 210,000 and is 'part of an economic sub-region which is one of the most prosperous and expansionist in the UK' (Coopers and Lybrand, 1987, para.1). It is not a city with a long history of mass unemployment. Yet, although it appears to have some of the social and economic characteristics of the 'affluent South', it has recently '... undergone rapid and extensive change throughout the 1980's characterised most markedly by a large-scale loss of manufacturing jobs, decline of traditional industries and consequential increases in unemployment to levels unprecedented since the 1930's' (Coopers and Lybrand, 1987, para.1).

UNEMPLOYMENT AND THE UNEMPLOYED

In December 1986, just before the start of this project, unemployment in Southampton City was estimated to be 14.2 per cent, above the national average and well above the regional figure. The city was suffering from industrial decline, particularly in the areas of shipbuilding, ship-repair and mechanical engineering. This decline was mitigated, but by no means compensated, by a growth in some service industries and in smaller-scale manufacturing ventures. The South Hampshire Establishment Databank run by Southampton University Department of Geography estimates that in the Southampton City region 13,500 jobs (net) were lost in the manufacturing sector between 1979 and 1985. During the same period, the Southampton inner-city area lost over 40 per cent of its manufacturing employment (Coopers and Lybrand, 1987, para.3).

The report of the *Pathways to Opportunity* investigation conducted by Coopers and Lybrand on behalf of Southampton City Council was published in April 1987. It found that there was a disparity in unemployment rates between electoral wards ranging from the three inner-city wards of St Lukes, Freemantle and Bargate with well over 20 per cent to more prosperous wards with just over 8 per cent. It found a similar disparity between registered male and female unemployment in the city (9,449 as against 3,752), while at the same time recognising the considerable underestimation of female unemployment arising from the official method of calculating. Further figures showed that over half the unemployed population were aged 30 or over and that almost 40 per cent had been unemployed for over a year (Coopers and Lybrand, 1987, paras. 20-23).

THE SOCIAL CONTEXT OF UNEMPLOYMENT

The very visible affluence of surrounding Hampshire, combined with the relatively recent increases in unemployment in Southampton, poses its own problems for those who are out of work. Public attitudes are not always sympathetic towards the unemployed — the wider structural causes of unemployment are often not fully understood, and this can lead to the belief that unemployment is largely the result of personal inadequacy and that unemployed people could get a job '... if they really tried'.

In addition to this, the unemployment problem in Southampton is compounded by a severe housing problem in the city. Southampton, particularly in the inner-city areas, has a high incidence of homelessness — a result of the general socio-economic situation, government housing policy and the image of southern affluence which attracts many people anxious to find work but with no personal or family roots in the area. A Department of Health and Social Security (DHSS) circular identified Southampton as the local authority with the third-highest number of (bed and breakfast) Boarders on Income Support in the whole of England (DHSS, 1988). As a result of a recent survey, the council has estimated that there are as many as 3,000 benefit claimants (a large majority unemployed) and their families living in 'houses in multiple occupation' (HMOs). Two-thirds of those HMOs have been shown to provide substandard accommodation. A large proportion of these houses are situated in the Freemantle ward where the project conducted much of its work (Southampton City Council).

EXISTING EDUCATIONAL PROVISION

The main educational providers for further and adult education in Southampton are Southampton Technical College, Southampton Institute of Higher Education, Southampton University Department of Adult Education, the Workers' Educational Association (WEA) and Southampton Institute of Adult, Youth and Community Education.

The project concentrated its initial activities in the west part of Southampton, because, through the previous NIACE project, it already had strong links in that area with the Southampton Institute of Adult, Youth and Community Education. The Institute's West District headquarters is based in the Freemantle ward — with an unemployment rate of 23 per cent (Coopers and Lybrand, 1987, para.23) — and houses the Respond Learning Base for Unwaged Adults. The Institute has a declared commitment to educational provision for unemployed adults; has been closely involved in the setting up, funding and development of the Respond Base; and has taken a lead in increasing its support and considerably reducing its fees for unemployed adults. This can be illustrated by the fact that, in September 1987, 17 per cent of all enrolments in Institute adult education classes were unemployed adults, considerably the highest proportion in Hampshire.

The Southampton Institute's commitment to educational work with unemployed adults was a clear bonus for the project and an important foundation for it to build on, particularly in its more community-based initiatives. However, the Institute also has problems of its own, many of which reflect those faced by similar free-standing adult education institutes throughout the country. In a time of economic stringency by national government and local authorities, it is increasingly being judged on 'economic' rather than educational grounds. It is expected by its parent body, Hampshire Local Education Authority, to move towards balancing its books, and to subsidise activities like unemployment education by making a 'fair return/profit' on its traditional non-vocational class programme through developing

its 'efficiency'. Thus the Institute, like many of its kind in other parts, is sometimes being forced into 'economic' programme rationalisations, raising fees to reflect the 'market' and increasing the distance between its 'economic' adult education programme and its other 'non-economic' youth and community work. The danger here is that links and progression between these two areas will diminish and what has always been recognised by many as a 'marginal' service might become more disintegrated and even more marginal.

While the project's work was located mainly in the West District, it also had links with the centrally based Southampton Technical College. In fact, its final initiative in the curricular area of Opportunity Creation was in direct collaboration with the Technical College. The Technical College is situated in the middle of inner-city Southampton, in the Bargate ward, where the unemployment rate is 28.9 per cent (Coopers and Lybrand, 1987, para.23). In line with national developments in further education, it has increasingly become more closely involved with provision funded by the Training Agency (formerly the Manpower Services Commission (MSC)), which has opened up new fields of both development and tension for the curriculum, the staff and the college management. Its most recent such initiatives with unemployed adults have involved a series of Restart courses, a Jobclub and an ambitious Job Training Scheme (JTS) programme.

Like all such technical and further education colleges, Southampton has identified a clear falling-off in its work with the traditional 16-19 age range. One response to this has been an increase in initiatives with adult students. The college had previously worked with adults through the TOPS programme and through the 'O' level and 'A' level offerings. It had also played an important role in the early 1980s in initiating and developing the inter-agency collaboration that spawned the Southampton Educational Information and Guidance for Adults (SEIGA) organisation, which provides a vital educational guidance service for adults in Southampton. In addition, it has begun to take further initiatives in developing work with adults. It has been anxious to expand open learning opportunities, has run its own 'Wider Opportunities for Women' courses, and has considerable numbers of unemployed adults on 'infill' places on a wide range of college courses. In the academic year 1986-7, 212 unemployed students were on 'infill' courses, the highest total of any college in Hampshire (Hampshire County Council, 1988).

The Technical College has established links with the Southampton Institute of Adult, Youth and Community Education through joint co-operation on the SEIGA project and through the use of adjacent premises in its Argyle Annexe. It has also been involved with the Southampton Institute in joint staff development activities in certain areas of work (MacKenzie, 1988, page 62). However, although there may be a commitment to co-operation in certain areas between the Institute and the Technical College, there is a clear and long-established history of resistance to any ideas of merger on the part of the Institute.

There were two major influences on the development of the project's curriculum strategy and these are reflected in the initial project aims (see page 1)

ADULT UNEMPLOYMENT AND THE CURRICULUM

The first important factor was the publication and widespread distribution by the FEU of *Adult Unemployment and the Curriculum*. This 'manual for practitioners' was written for the FEU by Watts and Knasel of the National Institute for Careers Education and Counselling. It was published in November 1985. It was the first attempt to provide a systematic analysis of curriculum development with unemployed adults, and as such had an immediate and significant impact. Its value can be demonstrated in several key areas.

First, it makes clear that unemployed adults are not an homogeneous group who can be said to have common personal or psychological characteristics. At the same time, it highlights the work of Peter Warr and others at Sheffield University (Warr, 1983a) which draws attention to the potentially negative effects people may experience because of their unemployment. It is very important that a publication funded from public sources should make this fundamental point, which is in direct contrast to some of the simplistic and damaging views about unemployed people that can inadvertently be adopted by educators and others.

Second, and closely allied to the above, it stresses the need for practitioners to be clear about the overall socio-political aims which programmes for the unemployed might adopt, whether tacitly or explicitly. Doing this should reduce the danger of educators' blundering into action that might compromise their integrity and beliefs and have the opposite effect to that intended. Third, in its section on 'Managing and Implementing Curriculum Development' it identifies a detailed process of curriculum development allied to key themes and a series of related curriculum planning points. These outline a curriculum development process in very practical terms and can act as an initial stimulus and checklist for practitioners, to adopt, amend or reject as appropriate. Fourth, as a further stimulus for action, it provides a number of interesting case-studies involving educational work with unemployed adults by different institutions in different parts of the country.

All these are very useful to the debate relating to a curriculum for unemployed adults, and were studied and taken into account by the project. Yet they are underpinned by what has been seen as the most fundamental contribution of the manual, its identification of a 'conceptual framework' for the aims and content of educational provision for unemployed people. This conceptual framework outlines five main objectives which educational provision for the unemployed might pursue: 'Employability', 'Coping', 'Context', 'Leisure' and 'Opportunity Creation'. These objectives are clearly empirically based, with examples of practice given from a variety of sources for several sub-objectives within each of the areas.

PREVIOUS EXPERIENCE

In addition to the Watts and Knasel manual, there was another key influence on the project's curriculum development strategy. The earlier NIACE project in Southampton had explored different strategies for starting a meaningful dialogue with unwaged adults. While acknowledging that a completely open-ended approach — for example, 'What do you want/need to learn?' — relied too much on people's experience and preconceptions of 'education' and often served only to confuse, this previous project '... found it most productive to offer as part of the initial dialogue clear ***educational starting-points***, as a way of understanding education in a wider context'. Such starting-points were identified as:

'• ideas or examples of specific activities — e.g. setting up a local community newspaper, an oral history project, a welfare rights advice centre;

- facilities and resources — e.g. the availability of workspace and learning resources at the Respond Base;
- information on further contacts — e.g. activities in connection with community centre, community groups, adult education centres;
- further options to think about — e.g. new possibilities in the "opportunity creation" area based on identified talents, resources and experience (small business start-ups, co-operatives).' (Johnston, 1987a, pages 56-7).

These educational starting-points were not intended to limit the subsequent dialogue, but to act largely as a stimulus to fostering an interchange that had some meaning and relevance for both parties and that could provide a recognisable ***context*** in which to locate and investigate educational needs.

CONSTRASTING EDUCATIONAL STARTING-POINTS

The original idea of the project team was that the two curricular objectives of 'Leisure' and 'Opportunity Creation' would serve as educational starting-points for a further, in-depth curricular investigation of these contrasting areas with unemployed adults. They would provide a way of developing, improving and extending the Watts and Knasel framework in practice.

The two contrasting curricular objectives as described in the Watts and Knasel manual are further defined as:

'Leisure: to help unemployed people to develop knowledge, skills and attitudes which will help them to make good use of their increased "leisure" time.

a) Knowledge, skills and attitudes related to existing or new interests (e.g. hobbies).

b) Awareness of local possibilities for voluntary community work, skill exchanges, etc.

c) Awareness of educational opportunities, and knowledge and skills for obtaining access to them.

d) Skills of managing use of own time.

Opportunity Creation: to help unemployed people to develop knowledge, skills and attitudes which will enable them to create their own livelihood.

a) Knowledge, skills and attitudes related to becoming self-employed or setting up a small business/co-operative.

b) Awareness of alternative, self-sustaining life-styles.' (Watts and Knasel, 1985, p.5).

LEISURE AND OPPORTUNITY CREATION: MEANINGS

Educational starting-points clearly need to have some meaning and relevance for unemployed adults. In initiating an educational dialogue the project team felt the need to redefine and rename the two areas with a view to using them as educational starting-points. The working definitions were initially agreed as:

- **Leisure**: longer-term ***non-economic activities*** which give structure and purpose to life, develop confidence, skills and abilities, and offer intrinsic satisfaction/afford personal growth. They include adult education (formal and informal), voluntary work and community work, political activities, 'leisure' activities (including hobbies, arts, sports, etc.), skill exchanges, social activities. Education in this area would include time management, action planning, etc.

- **Opportunity Creation**: longer-term ***economic activities*** aimed at (partially or fully) creating one's own livelihood. They include small businesses, worker co-operatives, community enterprises, home production (cooking, dressmaking, vegetable growing, do-it-yourself), barter exchanges.

THE PROJECT'S OVERALL SOCIO-POLITICAL AIMS

With this key idea of educational starting-points in mind, the project team proceeded to develop a wider strategy for curriculum development with unemployed adults. One of the clear priorities in this whole process, and one which had been rightly emphasised by Watts and Knasel, was the need to be clear about the project's overall socio-political aims. Watts and Knasel had identified three broad aims that a programme for the unemployed might adopt, whether tacitly or explicitly. These were: 'social control', 'social change' and 'individual automony'. The project team examined these socio-political aims in turn.

First, they agreed that they did not want to be involved in social control. There is, of course, a real danger of educational programmes with unemployed adults becoming involved in social control through helping to make unemployment a little more palatable to unemployed and employed people alike. The project team felt that they would not be involved in social control as they would explicitly be:

- opening up options;
- negotiating the curriculum;
- helping to make people aware of the wider socio-economic context which affected their lives and their learning.

They next examined the aim of social change. The project team felt it important that they try to enable unemployed people to

transform their collective social and economic situation. Nevertheless, they recognised the limitations of such a short-term project in bringing about social change, any such transformation being clearly dependent on much wider and longer-term socio-economic forces.

It is clear that the area where educators are most effective is in the fostering of individual autonomy: helping to build confidence, provide new information and knowledge, extend options and identify ways forward towards achieving some of these options. This in turn can help unemployed people be in a stronger position to influence their lives/social and economic situation. With this in mind, the project team concluded that they were 'anxious to encourage individual autonomy with a view towards social change'.

GOOD PRACTICE

At the same time the team identified its main operational aim as being 'to create, identify and monitor good practice in curriculum development with unemployed adults'. The monitoring and identifying of 'good practice' would be an integral part of the whole action-research process and would emerge from the project's different experiences and initiatives. However, an important first step in creating good practice had to be the building into the curriculum development strategy of key elements of particular significance for unemployed adults.

In trying to build good practice into the project's curriculum development strategy, it was agreed that work with unemployed adults required particular emphases. It needed to go beyond more traditional curriculum categories like needs assessment, curriculum design and delivery and evaluation to include an important preliminary role for contact methods in reaching out to unemployed adults and developing dialogue with them — they could not be assumed to be ready just to respond to any curriculum dreamed up by the project, no matter how sensitive, informed and creative the project team might be.

The whole idea of developing dialogue with unemployed adults meant an explicit recognition of the experience and knowledge they brought with them to any potential learning experience; this in turn implied a key role in the curriculum development process for negotiation. In addition, in recognition of the many obstacles that stood in the way of unemployed adults' participation in any educational approach, good practice with unemployed adults had to include ensuring, where at all possible, the right kind of educational infrastructure (that is, crèche provision, access for people with disabilities, etc.) for any project initiative. Lastly, a short-term project using an action-research approach needed to be concerned with learner support and follow-up, both during the planned learning experience and beyond.

AN INITIAL CURRICULUM DEVELOPMENT STRATEGY

Thus the project's initial strategy consisted of six separate but clearly interlinked elements:

- contact/outreach;
- negotiation;
- establishing educational infrastructure;
- learning experience;
- learner support and follow-up;
- evaluation.

The project team, having decided on a preliminary curriculum development strategy, anticipated that each of the elements of that strategy would vary according to the overall working context of outreach, negotiation, etc. Therefore, in order to test this and to have some basis for comparison of teaching and learning strategies in different working contexts as well as in connection with different educational starting-points, it was agreed to develop three separate teaching and learning initiatives in both curricular areas.

The three different initiatives which the project undertook can briefly be described as market-based, community-based and collaborative with existing educational providers.

Within each separate initiative, the project carried out two different approaches, one generally located in the Leisure area and one in Opportunity Creation. Each initiative is described below and analysed with particular reference to the effects of the different working contexts on the whole curriculum development process. The analysis is broken down in terms of the separate elements of the project's strategy. The outcomes of each initiative are noted, and some preliminary pointers and conclusions are drawn out as a lead-in to further analysis later in the report.

INITIATIVE 1: MARKET-BASED

MAKING CONTACT

A primary objective in this initiative was to get in touch with unwaged adults in the first place so as to begin negotiations with them based on the contrasting educational starting-points of Leisure and Opportunity Creation. (**Note:** The project decided to try to contact and work with all those out of work, whether receiving benefit or not.) The project decided, as a first step in the initiative, to organise an Information Day in West Southampton. This was called the 'Get Going!' Information Exchange. It had two main aims, one direct and one more indirect.

The direct aim was to attract a large number of unwaged adults to the day, both as a way of exchanging information, support and ideas with them and as a first step towards negotiating the curriculum with interested people in the two chosen areas. The more indirect (but equally important) aim was to establish a quick, high-profile impact for a short-term project and to set up longer-term working networks with a large number of unwaged adults, community groups and agencies.

EDUCATIONAL INFRASTRUCTURE

The day was held at Shirley Library, which occupies a central position in West Southampton; it had access for wheelchairs and the project was able to provide some provision for children through the City Council's mobile Playbus, although only in the afternoon. Information materials were sought from over 130 organisations and groups and, in addition, four key groups were invited to come to the day to give further advice and guidance regarding their particular interests and activities. The groups

invited were: SEIGA, the local educational guidance service; WAIF, the local welfare advice service; Respond, a learning base for unwaged adults (set up through the previous REPLAN project); and the City Council Leisure Department's Community Development Section.

The day was publicised through leaflets and posters sent out to community groups, local libraries, community schools, etc., as well as posters put up in the immediate vicinity of the library. Leaflets were mailed out to 230 different groups. Press releases were also sent to all local newspapers and to local radio stations. A small advert was placed in the main local paper.

On the day itself, a wide-ranging visual display was organised into seven thematic areas, for example:

- 'Good with your hands? Good at listening? Use your skills to help others'
- 'Sports, Arts and Leisure'
- 'Need a service in your area? Could your skills make money?'

These displays were designed to cover key areas of interest to unwaged adults wider than the Leisure and Opportunity Creation areas. They were intended to open up people's ideas and options rather than just publicise specific groups or courses. Project workers concentrated on acting as hosts/receptionists, directing people to displays and other organisations, and, where appropriate, discussing the two curricular areas with those who came to the day.

One hundred and one people attended the day, in addition to a number of helpers and visitors who came from different organisations. During the day, SEIGA gave educational advice and guidance to over 15 people, WAIF tackled 12 separate benefits problems as well as recruiting two new volunteer advisers, Respond made useful contacts with a number of individuals and organisations (for example, a local single-parent group) and the Sports and Leisure display attracted some interest.

NEGOTIATION

In addition to these outcomes, the 'Get Going!' day provided a first forum for negotiating a relevant Leisure or Opportunity Creation curriculum with the unwaged adults who attended. Of course, the whole organisational format imposed limitations on the negotiation process and confined it to separate individuals. There was therefore a need to offer in addition a next group-based stage for further dialogue.

The project had already organised two follow-up sessions, one in each curricular area, to further negotiate and develop the curriculum with those who might show a specific interest in either area. These sessions were designed to be second-stage contact/negotiation with some of those who had attended the 'Get Going!' day. Both sessions were held at local venues, had access for people with disabilities and crèche provision, and were designed to have a common style of approach, flexible and open-ended.

At the 'Get Going!' day, they were billed as:

'Work out your Options *[Leisure]*

An introductory session to explore opportunities in:

— voluntary work
— return on learning
— community action
— leisure interests'

'Got an Idea? *[Opportunity Creation]*

— to make some money?
— for a service needed in your community?
— to go self-employed?
— for a new business or co-operative?'

Leaflets about the follow-up sessions were given out and discussed during the day. At a later stage, prior to each session, a brief letter and leaflet were sent to everyone who had shown an interest at the 'Get Going!' day.

A common style of approach was adopted for both follow-up sessions. Each was staffed by two tutors and was planned to include:

- an opening ice-breaking session;
- a brief review of the outline plan for the session;
- an exploration of students' motivations, experience, skills and ideas in the general areas of Leisure or Opportunity Creation;
- a coffee-break with opportunities to look at further stimulus/ case-study materials on display;
- a tutor-led outline of possible content areas, based on Watts and Knasel but related to student interests already identified;
- a final negotiation on content, timing and venue for any future meeting;
- the opportunity for individuals to talk to tutors one-to-one at the end.

LEARNING EXPERIENCE

Leisure

Eleven people (six women, five men) came to the initial 'Work out your Options' session. As a result of this first negotiation session they agreed to meet again for a minimum of two sessions to look at:

- further exercises to find out about themselves;
- an introduction to assertiveness training;
- further negotiations on a curriculum for future sessions (for example, more assertiveness training, time management, voluntary work, study skills, etc.)

This in turn developed into a course attended by ten people, including seven regulars. The following programme was negotiated, almost on a week-to-week basis:

Week 2 Building a self-portrait
An introduction to assertiveness training
Week 3 Assertiveness training continued
Time management: 'How I'd like to spend my time'
Week 4 Time management: 'How do I spend my time'
— diaries comparison
Week 5 Setting longer-term objectives:
— Map of Life
— One-to-one counselling
Week 6 1. Voluntary work
2. Follow-on and feedback

Opportunity Creation

Seven people (five men, two women) came to the initial 'Got an Idea?' session, where they agreed to meet again to look into:

- further self-assessment;
- the viability of ideas for enterprise generated in the first session;
- markets that might exist and how to find out about them;
- information on the practicalities involved in setting up different forms of enterprise.

From this starting-point a course was developed that was attended by all seven, with four regulars. Beyond the initial session, it was negotiated mainly in two parts — Week 3 and again in Week 6. It covered:

Week 2 The market (the 'demand side' of an enterprise): an exercise; case-studies of current enterprises; a personal assessment exercise.

Week 3 Resources needed (the 'supply side'); different types of cost; brainstorm on what is involved in setting up a business; further negotiation.

Week 4 Recap and forward planning; cash-flow forecasting; developing a business plan — discussion and handout.

Week 5 Student work on business plans; discussion on market research; sources of further advice — a handout.

Week 6 Further discussion on market research; homework and follow-up exercise on market research questionnaires; profit and loss forecasting — a talk.

Week 7 Recap/handout on profit and loss forecast, cash-flow forecast; talk on sources of finance, tax, insurance, premises, etc.; handout on forms of enterprise, employees' rights, etc.; discussion on further ideas for enterprises.

Week 8 Talk on simple bookkeeping; feedback sheets, discussion on where next.

FOLLOW-UP

Both of these courses were limited in development by the time available to tutors. Participants were offered the chance of further individual or group follow-up as well as a number of wider

contacts with different agencies (for example, the local adult education institute, the Southampton Enterprise Agency, etc.). There was no interest in independent group follow-up and only three people took up the offer of a later one-to-one session with either of the tutors. However, an element of individual follow-up was built into the later evaluation interviews and Initiative 3 (in Leisure) was designed partly to cater for needs and interests emerging from this preliminary content exploration.

EVALUATION

Each course was evaluated using the following methods:

- discussions and negotiations with students as the course progressed;
- post-course feedback sheets;
- a written report and analysis by each tutor at the end of each course;
- a brief questionnaire sent out to all course 'drop-outs';
- interviews of all regular course attenders (ten in total — one sent a letter to comment instead) conducted approximately four months after the completion of the course.

OUTCOMES FOR STUDENTS

The following outcomes emerged for students:

'Work out your Options':

- one man interested in setting up an informal writers' group succeeded in doing so after some initial contacts, help and impetus provided by the project;
- one woman went on to a 'Second Chance' type course run by one of the project team;
- another woman had started moving towards becoming involved in voluntary work in her local area;
- one man went on to a JTS course;
- three people attended further project workshops, two remaining closely involved at the local Respond learning base for unwaged adults.

'Got an Idea?':

- one man, who had unsuccessfully investigated setting up a 'house-sitting' service during the course ('deflected, not defeated'), joined a JTS course where he hoped to develop hard practical skills to ally to his continuing interest in setting up a small business;
- another man also joined a JTS course;
- a woman decided to give up some tentative ideas on 'home production' to concentrate on further voluntary work;
- one man investigated a variety of self-employment opportunities, until that time without success;
- one man started up a counselling service using the Enterprise Allowance scheme.

- **Participants** It was noticeable that, while the 'Get Going!' day had attracted a wide cross-section of people, the clear majority of those who came to the follow-up course had already been involved in some previous community or educational initiative.
- **Educational infrastructure** Because the project could pre-arrange accommodation with few constraints, it was able to ensure, for its follow-up sessions, crèche provision, access for people with disabilities and a central location with good access to public transport. In the 'Get Going!' day, however, while there had been access for wheelchairs, one prospective helper who was in a wheelchair could not attend owing to the lack of suitable toilets.
- **Learning stages** In both curricular areas, there emerged a clear distinction between first-stage (self-assessment and self-development) and second-stage (more content-specific) learning needs.
- **Follow-up** The desire for individual (if any) rather than group follow-up was perhaps not surprising in that the original method of contact had been on an individual basis.

INITIATIVE 2: COMMUNITY-BASED

MAKING CONTACT

This initiative set out to use very different methods of contact. Whereas the first initiative had attempted to contact unemployed adults over a wide area through city-wide network links and blanket publicity, this concentrated on a more focused, community-based outreaching approach, working through contacts with local networks and existing community groups.

Such an outreaching approach is very difficult to develop in a relatively short-term project. An essential aspect of this second initiative was the project team's ability to link into existing Southampton Institute networks and personal contacts at the outset and to have some support structures available for any required follow-up.

After some discussion, it was agreed to focus the Leisure approach in the Shirley Warren area and Opportunity Creation in the Millbrook housing estate. They were chosen for the following reasons:

- they were areas of relatively high unemployment;
- they were both discrete communities readily identifiable by local people;
- they offered the possibility of a long-term support and resource bases, in the recently converted and expanding Warren (Community) Centre in Shirley Warren and in two well-resourced community schools in Millbrook.

In addition, the Southampton Institute was keen to initiate adult education work in Shirley Warren, while Millbrook was an area where one of the project workers already had several contacts as a result of previous work.

One project worker set out to make contact in each area. The project team felt that the whole outreaching process should be low-key in the first instance (Johnston, 1987b, p.58), so despite the time constraints of being a short-term funded project, workers initially planned to spend five weeks in their targeted area, identifying and making contact with key individuals and groups without too explicitly introducing the educational starting-points of Leisure and Opportunity Creation.

NEGOTIATION

Leisure

After several key individuals and a number of different community groups had been contacted, the work in Leisure was started with a group called 'Friends of Shirley Warren'. All the members of this group were women, meeting every Tuesday morning, primarily to support the work of the neighbouring first and middle schools. At this time they were in effect only a loose grouping of individuals rather than an organised group with a clear identity. From talking to members of the group, it soon emerged that a primary and shared concern was their own health. With this in mind, the project worker began working with individuals on an informal basis. As a result of these discussions, some contact with a part-time community worker and a group meeting that took place spontaneously, the group and the project worker agreed to embark on a collective study of issues related to women's health. From this point the project worker began to seek appropriate teaching resources and contacts in the area of women's health, to develop teaching and learning strategies with the part-time community worker, and to look into possible arrangements in the key area of crèche support. After this preparatory work, a first session was planned to include a combination of content exploration (women's health) and group-building activities. The first session was planned as follows:

- what affects our health? — brainstorm and other exercises;
- planning the group — rules and roles, a contract — what can the group do?
- relaxation exercises;
- course content for the future — suggestions written on the board and priorities worked out in pairs.

Opportunity Creation

After somewhat less exploratory work in the Millbrook area, the Opportunity Creation approach became focused primarily on the idea of setting up a co-operative craft stall with the Millbrook Skillshare group, who already met once a week to develop a variety of handicraft skills. Another possibility appeared to be the forming of a buying co-operative with a number of women's groups. Both ideas were particularly attractive to the project worker involved because they offered the chance of developing group-based enterprise as opposed to the more conventional self-employment interests which had predominated in the first initiative.

The idea of the co-operative bulk-buying aroused some initial interest amongst a few members of different parents' groups but,

in the end, little active enthusiasm. Once the project workers had carried out some comparative research into prices at a local supermarket and those of a local wholesaler, it was decided by all concerned that the exercise was not (financially) worth pursuing. The Opportunity Creation link with the Skillshare group was also slow in developing as, despite initial hopes, only a minority of the existing group proved really interested in any commercial application of their handicraft work. The reservations of the larger group made it necessary for the project worker to work very slowly with small sub-groups in the whole negotiating process.

EDUCATIONAL INFRASTRUCTURE

As both approaches were working with existing groups at established bases, they had much less control over practical arrangements like premises, crèches, etc. In the case of the Shirley Warren group it proved possible to convert a small room for crèche use and develop group work in another room separate from the main open coffee area. Nevertheless, the project worker (and the group) needed to be flexible enough to cope with practical arrangements that were not ideal and a number of interruptions during each session.

The Skillshare group met in a good-sized room with some useful equipment (sewing machines, etc.) available. However, the existence of many different sub-groups imposed limitations on space and the ability to build a group identity. Childcare was an even greater problem; there was a form of childcare established in that there was always a Youth Training Scheme (YTS) trainee to look after the children. However, as all activities took place in the same large room, this made for many difficulties.

LEARNING EXPERIENCE

Leisure

The Women's Health Group ran for seven weeks with the project worker and up to 18 women attending. It was accessible to wheelchairs and had a crèche which was well used. Starting from the first group session, the following final programme gradually emerged as a result of negotiations and discussions:

Week 2 How stress affects us/relaxation exercise

Week 3 Causes of stress/relaxation exercise

Week 4 Ways of dealing with stress

Week 5 Mothers and 'mothering'

Week 6 Talk on welfare benefits (with particular relation to women) by an outside welfare benefits organisation

Week 7 Writing about mothers — a review of the writing of some of the group

Parallel with this programme, the project worker and part-time worker were working to build up group skills: developing listening skills, building trust and commitment, and fostering group autonomy. As the group progressed, the organisational and curricular structure gradually became less like a course and more like a group. At the same time, the group began to move

from health topics to more general themes relating to personal development.

This developed for three main reasons:

- the natural (and more informal) group orientation of the women involved;
- their isolation and need to share experiences, be listened to and develop an understanding of the wider socio-economic influences on their lives;
- the desire on the part of the project and the group to ensure that the group continued to meet without the direct support of the project (amongst other things, the part-time community worker felt happier in a looser group than in developing a more structured and pre-planned course).

Opportunity Creation

The work with some of the Millbrook Skillshare group took a much longer time to get going. The small group interested in making and selling their craft produce (four women) needed continuing support from the project worker right up to the end of the project funding. Key problems were:

- the fact that only a minority of the Skillshare group proved to be interested in any commercial developments, some even finding this new approach somewhat 'intrusive';
- childcare arrangements were far from ideal, with children and adults sharing one large room;
- the project worker was ill for a period, which slowed the general momentum.

In the end, a small 'co-operative' sub-group established themselves and started making scatter and floor cushions and children's clothes for sale. The relevant areas of learning which the project worker developed with them were:

- basic bookkeeping, recording buying, selling and mark-up prices;
- supplies — an investigation of cheap and reliable sources of foam and other materials, and ways of transporting them to workers;
- marketing — identifying potential markets for the finished work; this was quite difficult because of the limited mobility (due to childcare and transport constraints) of the women concerned.

This work was carried out in a very informal way, relating all the time to the emergent needs and problems of the group rather than following a more structured and 'sequential' curriculum. However, equally important (and in a sense more fundamental) were the additional sewing skills the group needed to develop with the help of the overall Skillshare co-ordinator.

FOLLOW-UP

This second initiative was very much a group-based approach, so, not surprisingly, the follow-up required was also largely

group-based. The Shirley Warren Women's Health Group clearly wanted to continue beyond the project's direct involvement. The project worker therefore went back to the group for one further session to help plan the group's future. She also offered support to the part-time community worker on a tapering basis, so that she could develop the confidence, the resources and the expectation to facilitate the group work in the future. The project also arranged for the Institute to give the community worker extra hours to continue this work as well as additional crèche funding.

The Skillshare follow-up was also group-based; in fact, with such a slow development process, it is difficult to decide where the initiative ended and follow-up began. The project worker continued to support the small group that was still meeting (three women, two of whom were single parents), particularly in the areas of developing supplies and marketing. He also worked hard to build continuing (financial and personal) support for them from the local community school where they met, to facilitate the purchasing of raw materials (with discount) through the community school and an opportunity for the women to take sewing-machines home for further work. A boost was provided during the project when the new Social Security regulations enabled single parents to earn up to £15 per week without it affecting their benefit entitlement.

EVALUATION

As this had been a group-centred initiative, it seemed appropriate to evaluate it with the groups rather than with individuals. Thus, it was evaluated in the following way:

- through discussions and negotiations with individuals and groups as the groups developed;
- through a written report and analysis by each tutor at the end of the project's direct involvement with each group;
- through a group-based evaluation five to six months after the project's direct involvement had ceased.

OUTCOMES

Outcomes were largely group outcomes, although there were also some clear instances of individual progress. At the time of an evaluation session held some six months after this initiative, the Shirley Warren group was still meeting. They still called themselves the Women's Health Group but had moved away from a concentration on health topics. They were operating now more as a mutual support group, although some members had developed sufficient confidence to become involved in personal writing, think of taking up different educational courses and look into the area of voluntary community work. Three members of the group had also gone on to attend a further workshop run by the project in its third initiative. In addition to these personal outcomes, an interesting spin-off from the project was that the project worker was asked to play a further role in the Institute's previously established plan to start up an adult education evening at the local Warren Centre.

The Skillshare sub-group also continued to meet. At a later evaluation session, although their progress was still slow, it was clear that they were using the information, ideas, skills and contacts developed through the project to build their own momentum in making children's clothes and selling them at 'house parties'. They were now well integrated with the original Skillshare group and were receiving some further support from the group's co-ordinator, although they wanted the project worker to be available for occasional consultancy if required.

GENERAL OBSERVATIONS

- **Participants** This initiative involved different contact methods from the first and, not surprisingly, it attracted different types of people with different backgrounds, needs and interests (as it turned out, all women). Few of those involved had previous experience of adult education in any form and, as it transpired, many had negative experiences from their schooling.
- **Educational infrastructure** Crèche or childcare provision was vital for the proper participation of many of the women. A local venue was also crucial as they could not travel far because of local commitments. As the project was linking into existing groups, it had less control over the accompanying practical infrastructure arrangements, having to react as best as it could to the prevailing situation and its constraints. The development of these arrangements was an integral part of the whole negotiation with the groups.
- **Negotiation** This initiative also involved different forms of negotiation; the groups contacted already had some collective identity and some common group purpose, so the starting-points for negotiation were very different from those in the first initiative. The curricular starting-points, Leisure and Opportunity Creation, had to be made clearly relevant to groups' circumstances and interests, and thus needed to be more flexibly interpreted. Indeed the whole process of curriculum development and negotiation was, in both cases, related much more to developing group work (including group processes) than to negotiating any form of clearly structured course content.
- **Curricular contrasts** While each group in Initiative 1 had developed in a similar manner, a very different pattern emerged between the Leisure approach and the Opportunity Creation approach in this second initiative. In action terms, the Leisure-related approach was more successful in that it fostered a new group which made clear progress both individually and collectively. Individuals moved on to new areas of personal development and the group continued to meet (with some staffing support from the Institute but with only minimal support from the project). In contrast, the action generated by the Opportunity Creation approach was very slow and needed some support from the project right up to the end of the project's funded life.
- **Follow-up** This outreach approach was deliberately targeted on two local areas where there were potential support

structures available. In both cases, crucial support (premises, extra funding, limited staff support) was forthcoming from local centres. Without this support, the work started by the project would very probably have died out once its direct involvement ceased.

- **Integration** As this second initiative progressed, it became very clear that for any project 'good practice' to have a long-term impact, it would need to be more closely related to the work of existing educational institutions. The project team and the FEU Development Officer were particularly interested in identifying the process (and additional work) necessary for such a project strategy to be placed in a longer-term institutional context.

INITIATIVE 3: COLLABORATIVE

This initiative was designed to be a collaborative one with existing educational institutions. The collaborative element added another dimension to the whole approach: in addition to the Leisure and Opportunity Creation categories and the interests and needs of the unwaged adults involved, it had to take into account the established and developing priorities and ways of working of the existing institutions. This therefore demanded additional preliminary stages in the whole curriculum development process. It also provided a way of integrating appropriate project ideas of good practice into longer-term policy and programmes of the collaborating institutions.

INITIAL STAGES

The two educational institutions that were approached to take part in this collaborative initiative were Southampton Technical College, based in the inner-city area of Southampton, and the Southampton Institute of Adult, Youth and Community Education, whose West District headquarters was in the Freemantle ward. Before either institution was contacted, it was necessary first to decide which curriculum area to pursue with whom. After some consideration, and taking into account previous informal links with both institutions, the project team decided to propose work with the Institute in the Leisure area and with the college in the Opportunity Creation area. This decision was made primarily on pragmatic grounds — that is, based on the historical and 'natural' subject areas and orientations of the two institutions. Thus the project's developing ideas on the need for a pre-business course were seen to fit more readily into the existing provision of the college; similarly, Leisure areas were more likely to complement the largely non-vocational emphasis of Institute provision.

It would have been interesting to have reversed such a 'natural' curriculum-institution linkage, but existing commitments to 'second-stage' work in the Leisure area in West Southampton and the general time constraints of working on a short-term funded project militated against such an approach. In addition, in terms of institutional culture, the team also felt that the projected modular, workshop approach to Leisure topics would be more suitable to the smaller, more community-based institution (that is, the Institute), and that the 'tighter' pre-business course would relate better to college norms and values.

A recent FEU project, *Partnership in Continuing Education* (MacKenzie, 1989), investigated the whole area of institutional collaboration and co-operation in educational provision for adults. In fact, both the College and the Institute had featured in one of the case-studies outlined in that project. Partly in response to this, and as a way of making clear the different partners' responsibilities and objectives in any collaborative approach, the project team decided to try to draw up a working contract as a basis for each collaboration. The negotiations with each institution were conducted in a similar way and developed as follows:

- a letter from the project to each institution explaining the project's brief and progress so far and suggesting the idea of a joint collaboration involving some kind of contract;
- one preliminary meeting with a vice-principal (both vice-principals were already on the project steering group) and other relevant staff to explain in more detail the project's aims, objectives, etc. and relate them to the work and aspirations of the institution;
- another joint meeting which focused on a draft contract drawn up by the project, its ideas on good practice and different ways of collaborating;
- a working group of one project worker and one worker from each partner institution to plan each joint approach in detail;
- a third joint meeting which reviewed the more detailed plans of the project/institution team.

The contracts agreed are set out in Appendices B and C.

As a preliminary to these negotiations, the project team decided that it was now necessary to be more explicit about its way of working, in particular to lay out in detail its ideas so far on good practice with unwaged adults. In this way, it would be clear what the project had to offer any contract and there would be some established basis for negotiation to find common ground with contract partners. Thus the project team eventually produced its 'Elements of Good Practice' (see Appendix D). These were set out as initial ideals that the project would, as far as was practically possible, try to achieve. It was made clear to the project partners that the project was anxious to adhere as much as possible to these ideas of good practice, although the project team anticipated that they might well need to be amended, compromised and developed in the course of collaboration. The project workers also hoped that, where proven successful, its ideas on good practice could be integrated into institutional practice.

MAKING CONTACT

Contacts with unwaged adults began towards the end of the contract negotiations. In the Leisure approach, the project favoured relating to the 'second-stage' topics which had emerged from the first two initiatives — for example, assertiveness, voluntary work, etc. Therefore it had to make contact with previous students. The project also wanted to make full use of

existing Institute networks. With these considerations in mind, the project worker and the collaborating Institute adult education worker decided to make initial contact with four identified groups of unwaged adults: the Shirley Warren group, the Respond group (based on the Institute site), a 'Second Chance for Women' group and a SCOPE (parent support) conveners' group.

The Opportunity Creation approach, because it was collaborating with the Technical College, was now working in a different geographical area, the inner city of Southampton. This loss of local project contacts was compensated for by the project worker's own personal networks in this area and the College's links with more formal organisations. Thus a two-pronged contact strategy developed where the project worker reached out to a number of groups of women with pre-school children and black groups while college contacts with the Jobcentre were furthered through face-to-face meetings with staff. The project's concentration of this targeted recruitment on parents' groups and black groups arose from its desire to make 'Enterprise' education relevant to adults not normally involved in more conventional business courses, as well as to reflect the multi-racial nature of the inner-city area.

NEGOTIATION

The scope for negotiation varied with each different approach. In the Leisure area it consisted of three separate phases:

i) talking to/consulting the key unwaged groups;

ii) on the basis of these discussions and allied to previous project experience, drawing up some options for workshops which were sent out and tested in a questionnaire to relevant groups and individuals (for example, those involved in the first initiative);

iii) wider publicity and promotion of a final programme of workshops based on the results of (i) and (ii).

The Opportunity Creation negotiation was more restricted in scope, owing largely to the narrower content area but also because of the limited time for outreach in a relatively new area. The project worker and the collaborating lecturer from the College, as a result of their different experience in the enterprise area, already had a clear idea of a course outline. In fact, negotiations, very largely with community workers and group leaders, centred more around specific needs of the different groups targeted and the necessary educational infrastructure.

EDUCATIONAL INFRASTRUCTURE

The Institute was in tune with the project's view on infrastructure and had appropriate links and facilities. Therefore it was able to offer a base for the workshops which was centrally located, had access for people with disabilities and the use of the well-established Women's Education Centre crèche. The College had no crèche facilities of its own; therefore to ensure access for parents with young children the Enterprise course had to be held in its Argyle Annexe, which was next door to an existing crèche at the Institute-run Argyle Centre. Because of existing use of the annexe, the course had to be held on the second floor, which, of course, excluded people with disabilities.

In both approaches, the project used prior registration for the first time to tie in with institutional norms and procedures. In both cases, this did not prove to be intrusive to the overall learning experience, and only in the first Leisure workshop (oversubscribed) and the later workshops (a few did not turn up) was there any significant variation between those registered and those attending. In fact, this prior registration highlighted the need to establish in advance maximum numbers for the one-day workshops held in conjunction with the Institute.

LEARNING EXPERIENCE

In each area the main curriculum planning was conducted by one project member and one member of staff from the host institution, with most of the teaching done by project staff. The curricula which emerged from each collaboration can be summarised briefly as follows:

- **Leisure** — five separate day or linked half-day workshops on:
  - —being more assertive;
  - —managing your time;
  - —self-defence (for women);
  - —getting involved in community activities and voluntary work;
  - —learning to relax/healthy eating.
- **Opportunity Creation** — a course entitled 'Are You Enterprising?' (focusing on pre-business skills) to be held over four days (one day per week) at the Technical College Annexe. It covered two main areas:
  - —learning how businesses work;
  - —exploring the motivation, personal organisation and skills that being self-employed involves and its appropriateness for each participant.

The Leisure workshops attracted 61 attendances involving 36 people (30 women, 6 men). The 'Are You Enterprising?' course was attended by 14 people, including 8 women (2 with pre-school children) and 3 black people, 1 Asian and 2 Afro-Caribbean. In addition, all sessions were attended by a part-time tutor from the College.

FOLLOW-UP

As this was the project's last initiative, a central part of its overall strategy was that follow-up should be carried out as much as possible through the collaborating institution. For example, the one-day workshops were intended largely as tasters which would be developed in some way through the Institute or some other agency if there was sufficient demand. As it transpired, ex-students had the prospect of attending in the future another 'Self-defence for Women' workshop (run by the Women's Education Centre) as well as longer courses on assertiveness training (run by the Institute and the Women's Centre), a joint Institute-University course on study skills and other more one-off, informal or individual events through the Respond base (staffed by the collaborating adult education worker).

Follow-up of the 'Are You Enterprising?' course ensured that each participant had one individual programmed session with the project worker a week after the end of the course. At these sessions he offered further support and advice if required. In addition, all participants could plug into existing college courses in the field of enterprise. In fact, five went on to 'Enterprise Allowance Awareness' days run by the College and staffed by the collaborating staff member, while some moved on to other Institute courses. The project also identified a possible need for some kind of follow-up support for some women and black people in their dealings with external enterprise agencies such as banks, which often appeared much more geared to the expectations and needs of white, male customers interested in setting up their own business.

EVALUATION

Each approach was evaluated through:

- discussions and negotiations with individuals and groups involved;
- post-course/workshop feedback sheets;
- a written report and analysis by each project tutor at the end of the initiative;
- open-ended questionnaires sent to selected 'representative' students from both approaches;
- multiple-choice questionnaires sent to 'drop-outs' (three in total) from the Opportunity Creation approach;
- a post-course discussion/evaluation between project staff and all institution staff involved in developing each separate collaboration.

Because of this initiative's proximity to the end of the project, it was not possible to go back to past students after a significant period of time to monitor and evaluate their progress.

OUTCOMES

Owing to lack of time and because only a few selected students were targeted for follow-up questionnaires, it is difficult to come to any definite conclusions about individual outcomes (it is known that two months after the 'Are You Enterprising?' course that four ex-students had started up their own businesses and one had definitely decided not to). However, it is much easier to account for the outcomes for each collaborating institution as these were investigated at final evaluation meetings between project and institution staff.

At the post-workshop evaluation meeting with the Institute it was agreed that the following had been gained by the Institute as a result of the collaboration:

- new ideas and curricula for working with unwaged adults;
- further contacts/networks for future adult education programmes;
- a better relationship with the Women's Education Centre over crèche use;

- new recruits to more informal group work at the Respond base (for example, 'teach yourself computers');
- one recruit to a 'Benefits Advice' day held at the Respond base;
- confirmation of the need for separate adult education provision in Shirley Warren;
- increased work links and stimulation for the adult education worker.

A similar meeting with staff at the College identified their gains as:

- a new course with a new target group: a revised version of 'Are You Enterprising?' was later run by the College, and would be continued if suitable funding could be secured;
- further ideas/materials/methods for other enterprise courses (for example, 'Enterprise Allowance Awareness' days);
- several 'graduates' on to the above course (and others);
- further experiences of crèche support and specific targeting/outreach;
- wider contacts for future dialogue/outreach (for example, in the local black community);
- further awareness of the particular needs and interests of black people and women with pre-school children in courses like the 'Enterprise Allowance Awareness' days;
- closer links with the University Department of Adult Education;
- some contact and links with the FEU.

GENERAL OBSERVATIONS

- **Participants** The numbers for both approaches were quite satisfactory, partly reflecting the growing contacts of the project and the additional use of institutional networks. The Leisure approach had attracted good numbers through its three-stage interview, questionnaire and publicity methods. In Opportunity Creation, considerable effort and time had been spent in trying to recruit black people and women with children to 'Are You Enterprising?'. While this had been successful only to a limited extent in quantitative terms, it proved worth the effort in that it had a real qualitative effect on the curriculum and it opened up further contacts for the future. Clearly, the further development of these networks is a long-term task, involving a slow build-up of institutional credibility and expectations with different groups.
- **Educational infrastructure** Like Initiative 1, this could be organised in advance of any workshops/courses. The Leisure crèche was well-used but the fact that the College had no childcare provision of its own was a limitation, as was the limited availability of rooms with access for people with disabilities.

- **Negotiation** The form of negotiation was closer to Initiative 1 than Initiative 2. In both cases, student negotiation was to some extent prescribed by the project's previous experience — that is, its commitment to 'second-stage' topics in the Leisure area and emerging ideas of an appropriate Enterprise curriculum. While prior exploratory interviews had given potential students the opportunity to make suggestions on relevant content, the questionnaire results in the Leisure approach served only to reinforce the project's existing ideas on topics and practical arrangements.
- **Curricular contrasts** The narrower range of the Opportunity Creation area made it easier to arrive at a course with some depth and detail. The day workshops in Leisure, while they covered considerable breadth (in a broad curricular area), could only act largely as tasters for the participants and were dependent on the Institute and the Women's Education Centre for further in-depth development.
- **Follow-up** This was very much dependent on the collaborating institution. Both partners did take this on board seriously. Of course, further follow-up required additional funding from the collaborating institutions and, because of the limitations of termly and yearly planned programmes, there was often a considerable time-gap between the identification of a need and the educational provision planned to meet it.
- **Integration** This whole collaborative initiative and the preparations made for it show just how much preliminary effort and planning is necessary in order that new ideas and methods can be integrated successfully into existing institutional programmes. If lesson plans and learning materials are to be used subsequently by tutors not involved in their development (as was the case with 'Are You Enterprising?') they need to be written up in considerable detail to be fully transferable.

Each initiative developed in a different way owing to the effect of each particular working context. These effects will be analysed further in Chapter 7. But what was the impact of the different educational starting-points of Leisure and Opportunity Creation? At this stage it may be useful to examine the particular aspects of each approach as well as their similarities and contrasts.

SIMILARITIES AND CONTRASTS

'MEANINGS' AND NEGOTIATION

The project identified the need for expanded working definitions of both content areas for the purposes of negotiation (see Chapter 3). While these more accurately reflected the possible areas that Leisure and Opportunity Creation could cover, they still proved difficult to convey accurately or succinctly in any publicity material or as part of a brief personal interchange. This was one of the main reasons why the project embarked on its initial 'Get Going!' Information Exchange. It wanted to convey the breadth of possible content and at the same time open up options rather than become prematurely 'locked in' to certain more recognisable topics.

Such an approach proved more successful with Leisure than with Opportunity Creation. While 'Work Out Your Options' covered a broad enough area for wider exploration to make sense, 'Got an Idea?', despite the broader perspective of the project worker, soon began to focus almost exclusively on self-employment. In fact, in each separate initiative, Opportunity Creation proved to be less flexible and negotiable. This may have been due to the more specific motivations of potential students, influenced in turn by the government's enthusiastic promotion of the ideology of enterprise. Certainly, a problem in negotiating the curriculum was that, while students saw Leisure as opening up a number of options and possibilities, Opportunity Creation was seen more as embracing solutions rather than options.

The different potential for negotiation and development of the two educational starting-points is best illustrated from the experience of the second and community-based initiative. Whereas Leisure could be interpreted widely enough to relate to the primary interests and needs of the Friends of Shirley Warren, starting with health issues and from there moving into wider personal development, Opportunity Creation, with its more economic dimension, was seen by the Skillshare group as being much more limited in its scope. It could not be made relevant to the main interests of the original Skillshare group, and so, in the end, only actively involved a small minority. In fact, in all the initiatives, Opportunity Creation sub-areas like home production, barter and self-sustaining life-styles never aroused sufficient sustained interest to merit serious study.

The Leisure starting-point was thus more conducive to a community-based outreach approach and the long-term dialogue that was an essential part of it. A corollary of this was that a pre-business course like 'Are You Enterprising?', once limited and defined as such, could be advertised and understood more widely

and could attract reasonable numbers of highly motivated participants.

LEARNING AND ACTION

This raises another significant difference between the two curricular starting-points in relation to negotiation — the perceived link between learning and action. Those who embarked on Leisure topics could do so tentatively and progressively, without necessarily changing their life-style and everyday commitments. However, Opportunity Creation appeared to imply a greater initial commitment to action that involved considerable time and effort and the possibility of a significant life-change. The Shirley Warren women could learn together in the Leisure area without disturbing their normal routines and responsibilities. Yet even a very part-time move towards some co-operative economic activity meant a considerable change of individual and group orientation for the Skillshare group, something for which few had either sufficient time or commitment.

The self-employment aspects of Opportunity Creation attracted some motivated students with a clear interest in setting up their own business. However, Opportunity Creation's very identification with self-employment gave it a very individual orientation that was difficult to translate into any real group action, as demonstrated in the Skillshare initiative. While a group like 'Are You Enterprising?', covering a clearly defined small-business curriculum, could be studied out of interest and with a view to possible future application, the more group-oriented activities in the Opportunity Creation area really needed to be carried out in practice, there and then, rather than studied first in more abstract terms.

DIFFERENT LEARNING STAGES

Both curricular areas were seen by the project team to involve relatively long-term objectives and perspectives, holding out little prospect of more immediate solutions such as a job tomorrow or better access to benefits, etc. Project experience points to the existence of different learning stages within this longer-term perspective: a first stage consisting of asking questions and opening up options, and a second stage more concerned with investigating possible solutions. These stages were apparent in the first two initiatives in both curricular areas. In fact, the Leisure approach of Initiative 3 was specifically designed to respond to defined second-stage curricula emerging from the previous work of the project. (Even here, with the interest shown in topics like Assertiveness and Time Management, it could be argued that there was a considerable demand for further exploratory personal development work.)

The clearest example of these different stages probably emerged from the 'Work Out Your Options' course, where participants felt the need first to embark on self-assessment and personal development (first-stage) work before they were ready to identify and develop more content-specific (second-stage) interests such as voluntary work, further education courses and new leisure interests. This distribution was also obvious in the second group-orientated Leisure approach with the women in Shirley Warren,

where in many ways the whole group process was a first-stage exercise, which for some led eventually into ideas about more specific second-stage learning activities.

The Opportunity Creation experience also involved different learning stages. 'Got an Idea?' worked in two main areas: initial pre-business learning which involved student-centred activities designed to promote self-assessment, self-confidence and new ideas; and, secondly, more conventional business areas like cash-flow forecasting, bookkeeping, etc. Similarly, in the more problematic work with the Skillshare sub-group, much of the project worker's initial time was taken up in very informally generating self-confidence and enterprise ideas and polishing skills before embarking on the necessary technical aspects of developing a small sewing co-operative. In fact, the final 'Are You Enterprising?' course was geared specifically to cover exploratory pre-business work before leading into the more technical aspects already well provided for in several existing 'set up your own business' courses.

In both curricular areas, therefore, the project was as much concerned with negotiating and developing group processes as identifying and studying specific topics. From this experience it would appear that longer-term learning strategies with unwaged adults, involving as they do the fostering of personal development, the changing of attitudes and the building of self-confidence, are often best pursued through developing long-term, supportive student-centred methods so that participants can be in a position to explore specific content areas like getting involved in voluntary work or setting up a new business.

The project's identification of different learning stages in both curricular areas seems to point to the advantages of a modular approach in longer-term educational work with unwaged adults. This in turn must be linked with a clearer recognition of different stages and levels of learning as well as possible progression routes. While some people may be ready to relate to the needs of the labour market, try to acquire 'hard skills' or recognised qualifications, or pursue a new leisure interest, many others first need a gentler, more student-centred approach (involving, amongst other things, individual educational guidance) before they are sufficiently confident and motivated to embark on any sustained training or study.

LEISURE TOPICS AND ISSUES

The separate topics that were covered in the project's three Leisure approaches (and could be built into linked modules) were:

- self-assessment and personal development;
- assertiveness training;
- time management;
- women's health issues;
- healthy eating and relaxation;
- getting involved in community activities and voluntary work.

This list differs from both the Watts and Knasel list of Leisure

sub-areas and the project's reformulated working definition (see Chapter 3).

FIRST-STAGE LEARNING NEEDS

The first three areas could all be seen to involve first-stage learning needs. The 'Free on Fridays' experience of basic Assertiveness Training and Time Management identified a clear developmental and curricular process between the two areas in that people needed to be more assertive in order to take better control of their lives and their time. It also gave further proof that both these topics are very much part of the whole self-assessment and personal development process. The recognition of a need for this, especially Assertiveness (the most requested topic in the Leisure area), must be located clearly within the acknowledged negative effects that unemployment brings with it: for example, insecurity about the future and reduced scope for decision making (Warr, 1983a).

With respect to Time Management, the project worker noted early in the first initiative with reference to unwaged adults and time management that '... their daily problems are a symptom of the lack of direction of their lives'. In fact, in practice, Time Management proved much less a 'technical' exercise than an opportunity for unwaged adults to take personal stock and begin planning to try to take greater control over their lives. Interestingly, a difference emerged here between those with young children and those without: the former identified the need to make space for new areas of work and study, whereas the latter were often looking for some regular commitments round which they could organise their lives.

The project's experiences confirms that self-assessment and personal development are very important for unwaged adults but that they cannot be facilitated in a vacuum and must be seen in relation to wider socio-economic factors and an understanding of the possible social, economic and psychological impact of unemployment on their lives and outlooks.

LEARNING NEEDS REQUIRING AN INDIVIDUALISED RESPONSE

There are two notable omissions from the original Watts and Knasel list:

'(a) Knowledge, skills and attitudes related to existing or new interests (e.g. hobbies)'.

'(c) Awareness of educational opportunities, and knowledge and skills for obtaining access to them.'

Area (c) was not covered explicitly but was very much a key focus in the support and follow-up work in all three Leisure approaches. In fact, it could be said that the whole project process was geared towards this objective. Group-based work helped to foster sufficient self-confidence for participants to think about furthering their own more formal education, and workers complemented this with initial educational guidance, access to information and named contacts amongst providers. It was clear that, beyond a certain point, each person interested in this area needed help on an individual level, and, equally, that this individual support could prove quite time-consuming.

Evaluation has shown that some participants from each approach went on, or clearly intended to go on, to further education as a result of their initial learning experience through the project.

Whereas opportunities for further education were facilitated by the project, it is fair to say that area (a) was not addressed in any depth. This too is a very individual and personal area that appeared difficult to tackle in any group setting. All that the project was able to do was help in areas like self-assessment and confidence and awareness raising which might be necessary preliminaries to developing new leisure interests and hobbies. Beyond that, the few such interests that emerged as a result of the project's work could only be discussed at a very general level — project workers did not have the specialist knowledge to give more specific help.

In fact, the project at one time did think about constructing a register of hobbies and skills that could be advertised and exchanged locally, but on reflection decided that this was neither warranted by demand nor particularly educational. It concluded that hobby skills and interests were already quite well provided for through the Institute's traditional non-vocational adult education programme and through the Respond base's more informal Learning Exchange. Therefore its work in this area consisted largely of facilitating individual links with these existing providers rather than developing anything new.

LEISURE TIME AND EDUCATION FOR LEISURE

In fact, the whole concept of 'leisure time' and hence 'leisure interests' proved difficult for many participants to make sense of. For a large number, leisure is something that exists only in relation to work and something that often needs to be paid for. For many women, most notably the Friends of Shirley Warren, there is no real time for 'leisure'. Their daily hours are filled with housework, childcare, looking after relatives, visits to the doctor, clinics, etc., 'being there' for their husbands, part-time irregular jobs (for example, cleaning, being 'dinner ladies'), coping with financial problems.

This point relates to some of the other topics covered in the project's Leisure approaches. Issues like women's health, healthy eating and relaxing could appear to be more part of Watts and Knasel's 'Coping' category rather than 'Leisure'. However, the project experience, particularly in a community-based outreach approach, was that, in negotiating the curriculum, these emerged as key concerns and interests of many unwaged adults. While the project, through its teaching methods and general focus, could and did encourage participants to move beyond merely coping, for many coping was a permanent fact of life. While some could consider investigating and studying leisure areas, like further education and getting involved in community work, they had to do this in addition to coping, not as an absolute progression from it. In developing the curriculum, it was impossible in practice to draw any clear line between Coping and Leisure.

This overlap between the two curricular areas can be illustrated in relation to voluntary work. Several of the Shirley Warren women, despite their many personal concerns and commitments,

were active in their local community, helping at the local first school, at a playschool, supporting local groups, etc. This activity would appear to come under the heading of voluntary work, although few (if any) of those involved would think of it like that. In designing its one-day workshop in this area, the project recognised this difference in perception and entitled the workshop: 'Getting Involved in Community Activities and Voluntary Work'. In this way, it hoped to move away from the idea that 'voluntary work' was most appropriately carried out by those who, on the face of it, had progressed beyond coping — that is, the comfortable and middle-class. The reality is often that being involved in voluntary community work is a part of coping, rather than a next step.

In conclusion, the process and outcomes of the project's overall Leisure approach call into question the whole distinction between Leisure and Work. Many of those contacted and involved were already hard 'at work' (see above); a large number, having taken personal stock, identified further education, community action and voluntary work as a form of work that was a way forward for them. In fact, the whole idea of a Leisure starting-point or a Leisure curriculum area (whether so labelled or not) was not a useful way to engage unwaged adults.

Research (Bryant, 1983, p.6; Fraser and Ward, 1988, pp.34-7) has shown that the vast majority of unemployed (and unwaged) adults would like to have some form of paid employment; with this in mind, the idea of education for leisure is something that is not helpful (if not actually insulting and patronising) in making an educational approach relevant to unwaged adults. A more productive approach could well emphasise education for work and life, where work is seen as explicitly covering a whole spectrum from caring, housework, further education, voluntary work, community action, 'self-sustaining life-styles', co-operative work and self-employment right up to more conventional paid employment.

In this way, the work that many unwaged adults do will not be devalued and might provide a stepping-stone to paid work; and educators might no longer be slaves to the artificial distinction between vocational and non-vocational education.

OPPORTUNITY CREATION TOPICS AND ISSUES

Opportunity Creation proved to be a narrower educational starting-point than Leisure. In the course of its work the project attempted to cover both the sub-areas outlined in the Watts and Knasel manual:

'a). Knowledge, skills and attitudes related to becoming self-employed or setting up a small business/co-operative.

b). Awareness of alternative, self-sustaining life-styles.'

MARGINAL AREAS OF THE CURRICULUM

In practice, the project found considerable difficulty in encouraging any unwaged adults to consider the more marginal and complex second sub-area seriously enough to investigate it in any depth. For one thing, it is less immediately identifiable than the first area. For another, while those keen to set up their own

business usually have sufficient motivation to embark on a course, others with a more tentative and less all-embracing interest in some kind of economic enterprise are less sure about becoming involved in learning about it in any systematic way.

This was certainly true of many of the Skillshare group. The project's (and other) experience of trying to promote educational work in this area was fraught with difficulty; it would appear that such work is best developed over a long period, possibly with the assistance of a community worker, and, while there is a place for systematic analysis and study, it necessarily comes at a much later stage, once initial ideas and motivations have been confirmed.

COLLECTIVE ENTERPRISE

In general, attempts to develop a curriculum geared to more collective group enterprises met with a number of problems. There may be several reasons which account for this. First, while there is a clear and defined business curriculum, and people can attend such a course to cover the subject and then review their individual options, in less-structured group activities, they really need to do it to get any understanding of the processes and problems involved. It is difficult to study such aspects of enterprise in the abstract.

Furthermore, a group orientation means that each person must be (at least roughly) equally committed to the idea being pursued, the learning process and the ultimate group action. Without the benefit of an established collectivist tradition — for example, amongst trade unionists — this is difficult to achieve. For one thing, people need to have more than just a collective idea; they also need to have (or to learn) a set of skills in order to make their enterprise work (for example, 'make things to sell'). In the case of the Skillshare sub-group there emerged clear problems of different skill levels and different motivations, in addition to the difficulties of teaching the necessary and more technical competences (bookkeeping, marketing, pricing, etc.) within an informal group context. This has particular significance when we consider the proportion of long-term unemployed who are unskilled (Charnley et al., 1985, p.18).

DIFFERENT CURRICULA FOR THOSE AT DIFFERENT STAGES

Even in the first and more popular area of Opportunity Creation, the eventual curriculum development processes was very much biased towards some aspects (setting up individual business) rather than others (co-operatives). However, within this curricular area, the project made clear progress in differentiating between 'pre-business' learning needs and the more 'technical' learning necessary at a later stage of business development.

As a result of his contacts and experience, the project worker began to recognise that those looking for small business courses fall into two distinct categories with different learning needs. About half are well advanced with their business idea, have done some research and have decided definitely to start up. They come to courses for specific information and advice on technical matters such as income tax, VAT, bookkeeping, advertising, etc. These are fairly well covered by the courses, and students in this category tend to be reasonably satisfied with existing provision.

The other half, however, are people at an earlier stage of thinking about self-employment. Many want simply to find out more about it, without having made any commitment to going further. Some have not yet decided what business idea, if any, to pursue. For most such participants, technical information on income tax, VAT, etc. is not very useful, if not positively off-putting: they need a much more basic introduction to what a business is and what being in business involves, and a chance to explore their own personal aptitudes, skills and motivations. In contrast to the first category, a large number of whom are still employed or have only recently been made unemployed, this category includes a higher proportion of long-term unemployed people for whom a major need is to raise self-confidence. The concentration in many business courses on technical information, and their assumption that participants are about to start up, leaves many students in the second category dissatisfied, and the drop-out rate is correspondingly high.

In addressing these differences, the project was successful in helping to bring together business training providers to look into this whole problem, although not immediately successful in establishing a considered and co-ordinated response. In its own approach, most of the project's curriculum development work and its more innovative ideas were in the more neglected pre-business area.

A PRE-BUSINESS CURRICULUM

The initial 'Got an Idea?' course helped to identify the need for such a pre-business curriculum for those interested in setting up a business without being fully committed to it. The project also identified a gap in the market in respect of this need: there were a number of courses intended for those with firm business ideas but little if any provision for those not yet so far advanced in their ideas or confidence.

In 'Are You Enterprising?', its final course specifically geared to this pre-business area, the project focused on two key elements:

- learning how businesses work;
- exploring the motivation, personal organisation and skills that being self-employed involves, and therefore whether it is the right option for the individual.

The course aimed to provide a background of understanding about what a business is and what being in business involves, which would help participants make realistic decisions about the right options for them, and give them a sound base of 'business sense' on which to build if they did choose self-employment.

Different content areas covered included:

- what is a business? finding a business idea;
- motivation, responsibilities, personal assessment, transferable skills;
- why do people buy? — market segments, promotion, market research;
- costs, unit pricing, profit and loss, cash-flow forecasting;

- problem solving, action planning, time management;
- sources of advice, towards a business plan;
- practical steps and problems, visit of somebody running a small business.

CONTENT IS NOT ENOUGH

However, considering the level the course was aimed at, it needed to have several different dimensions in addition to its content. First it had to ensure that it reached as many people as possible who were at the pre-business stage. Another look at the market for more conventional 'business' courses like the Enterprise Allowance Awareness Seminars showed several significant gaps: both women and black people were under-represented. Given that self-employment is growing faster amongst women than men, and that recent evidence suggests women entrepreneurs have a higher recognition of training needs (Creigh et al.), this seems short-sighted. In addition, since it is known that black people are often discriminated against in setting up businesses (for example, in obtaining bank loans) (Wilson, 1983), this would point to an even greater need for educators (and others) to cater for these groups in order to help redress the balance.

The project made specific efforts to reach women with young children and black people, and was successful to some extent (see Chapter 4, 'Initiative 3'). Clearly, childcare is essential if many women with pre-school children are not to be excluded from enterprise courses. Similarly, intensive outreach is necessary to make any business course relevant to and useful for many working-class women and black people: it is a long-term strategy to build up links, credibility and trust, to reduce the perceived 'chill factor' of many educational and business institutions.

Another crucial dimension in opening out business ideas, options and education to less traditional (and less confident) groups is in the methodology used. If a pre-business curriculum is designed to develop ideas and promote genuine choice on the part of participants rather than merely put across a catalogue of accepted business techniques, it needs to use student-centred methods. In this way, participants can find enough space to develop self-confidence and enough time to form and expand creative ideas of their own. The project's experience has shown that, even in this hard-sell, hard-edged area of learning, it is a mistake to sacrifice process for content.

One last point needs to be considered in developing a curriculum for Enterprise. Just as a largely top-down dissemination approach may be inappropriate and alienating for those uncertain of their next move, similarly a more reflective and student-centred approach may only frustrate those anxious to obtain 'hard information'. Although the 'Are You Enterprising?' course proved stimulating and supportive for the majority of participants, one early drop-out expressed a frustration with 'groupie' methods and a desire to get quickly 'into the nitty-gritty'.

Such feelings can result from the level of study required or just be a matter of personal preference. In any case, it would seem to indicate a need for proper pre-counselling (allied to the choice of a range of provision) for those who want to learn more about Enterprise, so that the appropriate level or stage of course can be matched up to the individual's interest and requirements.

ENTERPRISE AND CHOICE

A more student-centred course can help give participants a clearer idea of what a business is and what it might mean for them to become self-employed. This is vital in the present economic and political climate when so much effort is being spent in creating an 'Enterprise Culture'. One obvious danger that such an ideology creates is that self-employment appears easier than it is, that unwaged adults start up a business without the necessary foundation of ideas, skills, research, contacts and capital, and that they fail. This is a real possibility, recent research having shown that 'Almost half of the new firms formed each year fail within four years' (Leadbeater and Lloyd, 1987).

A pre-business course can help would-be entrepreneurs to reach a better position to make a more informed and considered approach to business. However, another danger of this prevailing 'Enterprise Culture' is that those who decide not to start up feel like failures. It is vital for pre-business courses and for their participants that 'success' should be measured, not in terms of how many people go on to start up, but how many make the most appropriate decision for them — whether this is to start up or not. For many people, not starting up is the wiser decision. This has implications for the curriculum itself and for its evaluation. Within the curriculum development process and its follow-up, some consideration needs to be given to the alternative options for those deciding not to continue with business. In evaluation, a decision not to proceed should be treated as a successful outcome for the individual and for the course rather than a failure, and educational and training institutions somehow need to take this on board when calculating 'performance indicators'.

In the area of Opportunity Creation, as much as in the Leisure area, the whole process of curriculum development and its outcomes need to be evaluated with regard to prevailing economic conditions rather than in isolation from them. The 'success' of Opportunity Creation must be seen in relation to a number of external factors: for example, the skills available amongst the unwaged, the skill training available, the potential market for new business, the infrastructural support available, the needs of the local community, etc.

Previous chapters have described and analysed the effects on the project's curriculum development process of different working contexts and different educational starting-points. In the light of this, what lessons can be learned about the underpinning influences on the project's curriculum development strategy?

ADULT UNEMPLOYMENT AND THE CURRICULUM REVIEWED

The manual *Adult Unemployment and the Curriculum* has clearly contributed considerably to the debate on developing a curriculum with unemployed and unwaged adults. However, the project's experience points to some emergent problems in ***implementing*** the Watts and Knasel analysis.

ASSUMPTIONS MADE

A first problem may relate to the question of who are the unemployed. Early in their analysis, Watts and Knasel rightly point to a whole range of diverse groups who make up the unemployed population. The project's experience would certainly endorse this. With no external pressures to restrict itself to those officially unemployed, project workers have throughout favoured a wide definition — hence the use of the term 'unwaged'. In fact its work, particularly in the community-based outreach initiative, has included several women who worked part-time and who could more accurately be described as 'marginally waged'.

Whether 'unemployed' or not, it is obvious that working-class women, like those in Shirley Warren, suffer from many (if not more) of the negative effects described by Warr (1983a, p.306) and reported in the Watts and Knasel manual. In many ways they are so disadvantaged (through lack of childcare, housing problems, domestic responsibilities, etc.) that they are excluded from the labour market, although several would dearly love to be available for paid employment. If a curriculum is to be developed that is relevant to women like these, then certain additional factors need to be taken into account. Obviously, childcare is a vital prerequisite, and more localised educational provision would enable greater access for those with local commitments. However, there are wider implications for the curriculum which raise some questions about Watts and Knasel's basic assumptions about unemployment and, in turn, their whole view of a curriculum for unemployed adults.

The Watts and Knasel analysis appears to assume a 'mainstream' employment perspective, and its main reference point is the transition from being in employment to being unemployed, the psychological adjustments that may need to be made and the role education can play in this process. Such assumptions are clearly based on Warr's work, which focused largely on the experience of men (Warr, 1983a, p.306). They do not take full account of the different starting-points of a number of women (and some long-term unemployed men), and therefore the curriculum categories and distinctions need to be reassessed in this light. For example, the choice for many women and long-term unemployed men may not be between 'Employability' and 'Coping' or between 'Leisure' and 'Opportunity Creation'.

Certainly some women in Shirley Warren, by virtue of their socio-economic situation, were locked into coping, although that did not prevent some of them from developing ideas and interests in the general Leisure area. Similarly, the single parents as the Skillshare group were both coping and developing Opportunity Creation ideas at the same time. With the ever-increasing number of single-parent families (HMSO, 1988, p.38), this is likely to be the situation for a large number of adults. (In this context, the new Income Support rule that allows £15 earnings disregard helps those single parents thinking of starting up new small-scale enterprises, but in eliminating the previous possibility of setting earnings against expenses (childcare, travel, etc.) it actually restricts the scope for anything but small-scale development.)

The central Watts and Knasel conceptual framework can also be seen as assuming an implicit progression from some more immediate curricular objectives (for example, Employment and Coping) to others (for example, Leisure and Opportunity Creation). The project has found that, for many unwaged adults, any such 'progression' cannot take place in practice.

In relation to this idea of progression, project workers have certainly come to take a much more critical view of Maslow's more explicit hierarchy of needs (Maslow, 1968), which has underpinned a lot of adult education thinking over some time. Such a concept is clearly useful in helping to explain why many people never achieve their full human potential or 'self-actualisation', and so can help educators to take account of the effect of unfulfilled basic personal needs. Nevertheless, the whole hierarchy and its idea of the 'pre-potency' of some needs over others can be interpreted too inflexibly. The project's experience demonstrates that, although it can pose a number of difficulties that should not be underestimated, an inability to meet all basic physiological, safety and 'belonging' needs does not necessarily preclude the gaining of self-esteem or higher-level spiritual and intellectual development. When working with unwaged (and other) adults it may be more productive to think about a ***web of needs*** rather than a hierarchy of needs.

IMPLEMENTATION VERSUS ANALYSIS

The Watts and Knasel conceptual framework, while open to some criticism, is nevertheless a very useful analytical tool for educators working with unemployed and unwaged adults. However, there can be difficulties in trying to implement separate curricular objectives. For example, for the purposes of analysis, it is important and useful to isolate and emphasise the curricular objective of 'Context'. However, in practice, an understanding of the wider socio-economic context of unemployment is surely central to all curriculum development with unwaged adults; it should not be seen only as one separate curricular objective.

The work of Glynis Breakwell on the social representation of unemployment and the threat to identity (Breakwell, 1987) suggests that a better understanding of the structural reasons for unemployment can help unemployed adults move away from blaming themselves for their unemployment. Warr also sees such an understanding as a variable which might mediate the impact of

unemployment on the individual (Warr, 1983b). This is a crucial step in the development of self-confidence and self-esteem which is so essential to develop and sustain new learning. The project's experience (see previous chapter) shows how important such an underlying understanding is in relation to curriculum development work in both the Leisure and the Opportunity Creation areas.

ACTION-RESEARCH AND CURRICULAR 'THEORIES'

Although the project used the curricular categories of Leisure and Opportunity Creation as educational starting-points rather than fixed curricular boundaries, such an approach obviously ran the risk of concentrating on one fixed curricular area to the possible exclusion of some of the learning interests and needs of the unwaged adults contacted. This raises one of the criticisms levelled at the Watts and Knasel conceptual framework — that in practice it promotes a curriculum that is primarily educator-framed (Erlam, 1987). Certainly, at times during the project, the nature of the educational starting-point (and the curriculum it implied) appeared to pre-empt the whole negotiation process. This was particularly true of the 'tighter' curricular area of Opportunity Creation.

This raises the question of the whole purpose and process of action-research in relation to previously constructed theories or frameworks. Action-researchers are surely not in the business of simply 'testing out' previously constructed theories or categories; they should also be amending and generating theory as they develop their work. This is what the project tried to do in relation to the Watts and Knasel conceptual framework, particularly the Leisure and Opportunity Creation categories. Such an approach has implications for the funding and expectations of curriculum research projects.

EDUCATIONAL STARTING-POINTS

Where then does this observation leave the project's original strategy of using educational starting-points as stimuli for further dialogue with unwaged adults? An amendment of this original strategy now seems necessary. The project team still recognise the difficulties, frustration and confusion that a completely open-ended approach can create in negotiating an appropriate curriculum. Many people (including many unwaged adults) still view adult education as a form of schooling which appears to have little relevance to their lives. Therefore there is a need for education to be understood in a wider context, and educational starting-points can play a part in relating an educational approach to the needs and interests of unwaged adults.

However, the project's experience indicates the dangers of offering anything that appears like a 'solution' as an educational starting-point. The Opportunity Creation starting-point in particular appeared to leave little scope for real negotiation. For example, in the community-based initiative, it acted very largely as a starting-point for a top-down curriculum development process, excluding many more options than it opened out.

On consideration, educational starting-points can still play an important role in developing a dialogue to investigate learning

needs, but care must be taken that they are seen to ***open up options*** rather than ***offer solutions*** that in fact restrict the whole negotiation process.

UNDERPINNING AIMS AND VALUES

Having reviewed the key external influences on the project's curriculum development strategy, the next step in evaluating the strategy is to consider in detail the aims and values underpinning it.

The project's curriculum development strategy was underpinned by three broad aims. These were:

- be clear about its overall socio-political aims;
- to create, identify and monitor good practice;
- to allocate a central role in the whole curriculum development process to negotiation and to monitor and analyse its effect in a number of different teaching and learning situations.

OVERALL SOCIO-POLITICAL AIMS

The project team originally considered the three broad aims of 'social control', 'social change' and 'individual autonomy' identified by Watts and Knasel and concluded that they were 'anxious to encourage individual autonomy with a view towards social change' (see Chapter 3).

Despite having considered the options carefully, the project nevertheless encountered problems in holding to its chosen aim. First, many of those involved in the project had little space for individual autonomy, let alone any move towards social change. They were hemmed in by financial problems, family responsibilities and other commitments and dependencies so that they had few opportunities to develop any autonomy. The project certainly had to take account of people's living situations in providing practical support (crèche, access, etc.) as well as in negotiating a relevant and meaningful curriculum. Having organised such practical support and having worked hard in each initiative to develop self-assessment and self-confidence, the project can justifiably claim to have helped many participants to develop some limited individual autonomy.

As reported earlier (Chapter 5, 'Leisure Time and Education for Leisure'), curricular approaches with Leisure as a starting-point identified the need to avoid the idea of 'education for leisure' as an end in itself. The project team considered that a vital dimension of any Leisure approach must include wider and more ambitious options than this if it is not to be caught up in promoting social control. When using Opportunity Creation as a starting-point, the danger of (inadvertently) promoting social control was even greater. In avoiding this possibility, the project worker concerned had to ensure that he did not fall into the trap of contributing to the much-vaunted idea that jobs can only be created by individual enterprise, that unemployment is only a personal responsibility and that it is not also dependent on wider socio-economic factors outside the power of the individual.

There is no doubt that there is a spontaneous desire on the part of many unwaged adults to investigate the option of self-

employment — it certainly holds out the prospects of greater independence and personal satisfaction than more conventional employment. It also offers an attractive alternative for those discriminated against in the labour market (for example, women, black people, people with disabilities). The project had to respond to these motivations without at the same time fostering a blind ideology of enterprise. One way that it succeeded in doing this was through treating the self-employment option as problematic, through studying it thoroughly but critically.

Key to this was the explicit recognition that such a goal might not in the end be right for some people. In this way, the project specifically attempted, at the same time as preparing and supporting those committed to self-employment, to deflate the myth of 'enterprise' and to help some people realise that it was not for them and this realisation was a successful outcome of their learning. This was a good example of where the critical tradition of liberal adult education could usefully complement the more pragmatic and dynamic approach associated with enterprise training in further education.

It was very important that the project identified from the outset what its socio-political aims were. It can also be said that it did succeed, with some effort, in avoiding any idea of social control as it did what it set out to do:

- opening up options;
- negotiating the curriculum;
- helping to make people aware of the wider socio-economic context which affected their lives and their learning.

Evidence from feedback sheets and wider evaluation methods shows that it was also largely successful in encouraging individual autonomy. Still, it must be admitted that this aim and any move towards social change are to a great extent dependent on wider socio-economic factors over which the individual has little control. By helping most of the unwaged adults involved to a better understanding of these forces, the project did take an important step in achieving its original aim of encouraging 'individual autonomy with a view towards social change'.

GOOD PRACTICE

Educators are always anxious to identify examples of good practice. In this quest, what is often neither fully recognised nor acknowledged is that there can be no universal good practice — it depends on our values, what we understand to be 'good'. It is also context-specific — good practice in one working situation may differ from good practice in another. Furthermore, each working context imposes certain constraints that mean we sometimes cannot fully achieve our good practice ideals.

For many everyday practitioners, good practice usually emerges with hindsight and as a result of trial and error in a number of different working situations. In contrast, a research project has the opportunity to be more forward-looking in this respect, to take the time and effort to develop a more explicit theory (albeit informal) about what is 'good'. It can first analyse and then try to create good practice. Of course, it too is subject to working

constraints (of, for example, time and resources), sometimes more limiting than those of established institutional providers.

While the project had been committed to establish good practice from the start, it was not until the beginning of its third initiative and the proposed collaboration with different educational institutions that the project team felt the need to be more systematic and explicit about what good practice meant. It must be one of the benefits of a 'contract' such as the one negotiated by the project that all partners need to be much clearer (for themselves and for their collaborators) about their values and their ruling ideas. For example, the very act of arriving at an initial list for good practice helped the project to realise just how wide-ranging and important was the area it entitled 'Educational Infrastructure'.

The whole process of trying to agree a list for good practice, relate it to the work of other institutions with different reference points, traditions and values, carry it through in the course of an initiative, amend it as a result of further project experiences, and then help to incorporate it in the practice of the partner institution, was very instructive.

While the project, working on its own and then in collaboration with two different institutions, was able to incorporate in each initiative most of the different elements outlined in its good practice list (Appendix D), it was never able to include all of them. Limitations of finance, time, available premises and institutional constraints always applied to some extent.

It is clear that any such ideal list is subject to institutional or contextual constraints. The more the learning situation is in the control of the provider, the easier it is in many ways to ensure as much good practice as possible, and the earlier such good practice can be implemented. Paradoxically, the greater the amount of prior negotiation with participants and the more responsive an approach tries to be to the circumstances of prospective participants, while this in itself embodies good practice, the more difficult it can sometimes be to keep to such a good practice list in the short term. For example, in an outreach approach, as in Shirley Warren and Millbrook, the whole curriculum development process needs to respond quickly to emergent needs and demands, often in a situation where educational infrastructure is often relatively underdeveloped. Such an approach may have to take on board existing constraints (for example, unsatisfactory childcare arrangements for the Skillshare group) and try to build in good practice from there. In such situations, good practice needs to be a valuable and continuing reference point rather than an absolute initial requirement.

Similarly, in a joint venture, the further apart the basic values and traditions of the collaborators, the more may be the necessity for each partner to compromise on different aspects of what they believe to be good practice. The project's use of its good practice list in its collaborative approaches gave an indication that the further the departure from good practice in the area of educational infrastructure, the more limited is the access for less mainstream groups. For example, if educational institutions are genuinely committed to developing access for black groups, then

there are certain aspects of good practice that cannot be ignored: for example, adoption of a long-term outreach strategy (co-operating with black workers), a recognition of institutional racism and its effects, a commitment to anti-racist ways of working, a negotiated curriculum, etc.

There are clear limitations and constraints on implementing any ideal good practice list, and good practice is dependent on personal and institutional values. Perhaps the worth of such a list lies in teasing out these values into a more practical and recognisable (and hence more amendable) form. It can also provide a base-line from which to assess the rhetoric and claims of certain institutions, for example, in its identification of different steps (and certain basic requirements) that must be considered seriously if educational providers are to pay more than lip-service to being truly accessible to groups like women with children, people with special needs, etc.

NEGOTIATION

From the outset the project team highlighted negotiation as a key part of any curriculum development process with unwaged adults. Negotiation has been the watchword of adult education for many years — but why is it important, what relevance does it have to educational work with unwaged adults, and how does it work?

The idea of negotiation recognises that each partner to the negotiation process has something to offer the eventual outcome (Usher and Johnston, 1988). This recognition is clearly both 'politically' and practically important in educational work with unwaged adults if educators are to move away from any idea of a 'deficit' model of unemployment and acknowledge that unwaged adults (contrary to some prevailing views) have valid knowledge, experience and ideas that must be taken into account in developing the curriculum with them. Negotiation in this context means trying to identify, validate and build on this experience, this knowledge and these ideas rather than merely focusing on the more 'objective' skills, techniques and knowledge deemed necessary to compete in the employment market or to survive in a society that is not always sympathetic to the economic and social difficulties of unwaged adults.

Such a recognition is vital to educational work with unwaged adults. However, it is not sufficient in itself. There are other dimensions to the negotiation process. While unwaged people are 'experts' with respect to their own experience and needs, this is not to say that they need to be trapped within that experience and cannot benefit from new perspectives, knowledge or ideas. Konrad Elsdon makes this point about all adult learners:

> 'They cannot be self-sufficient in such knowledge and experience as they already possess, but need critical help and support in challenging and analysing their concepts and experience, illuminating them with newly acquired knowledge, using them constructively in order to build new experience and further knowledge.' (Elsdon, 1985.)

The educator's role is to work with unwaged adults in a supportive environment, help build on their experience, identify

and explore their needs and interests, and show in what way an educational approach can (or cannot) help in meeting them.

So the negotiation equation so far involves unwaged adults and their experience, needs and interests, and educators and their expertise in developing and expanding on these in collaboration with the learner. However, there are still other factors to be taken into consideration in any negotiation process.

While it may be short-sighted and simplistic to take a perspective that focuses solely on 'objective' ***market needs*** (for example skills required in certain occupational categories, gaps in the small-business field, access possibilities in further education), information such as this must be taken into account in any negotiation process. Similarly, wider ***societal and institutional factors*** (for example, the number of jobs available in different occupational areas, the potential impact of the Income Support system) will also affect any negotiation with unwaged adults.

A last influence on the negotiation process is ***content***. In exploring certain options or possibilities, a knowledge of the relevant subject matter is also necessary. For example, the option of self-employment cannot be properly considered without knowing how a small business functions in practice; healthy living must at some time require some knowledge of diet and physiology. Of course, as the project experience has shown, a key influence on the negotiation process is the stage at which content is introduced and explored — too early and it can pre-empt further negotiation, too late and the negotiation can become lost in uncertainties and generalities.

So negotiation is central to educational work with unwaged adults, and educators may have to take account of a number of different influences in developing an appropriate curriculum with different groups and individuals. The project's curriculum development strategy, involving a negotiation between unwaged adults, projects workers, curricular starting-points and different working contexts, took into account all these variables. The next chapter will analyse this strategy in further detail.

7. A CURRICULUM DEVELOPMENT STRATEGY REVIEWED

Having reconsidered the prime influences on the project's curriculum development strategy, it is now time to review the strategy itself in the light of experience and to identify wider lessons to be learned from that experience.

ELEMENTS OF THE CURRICULUM DEVELOPMENT STRATEGY

The original strategy elements were identified as:

- contact/outreach;
- negotiation;
- establishing educational infrastructure;
- learning experience;
- learner support and follow-up;
- evaluation.

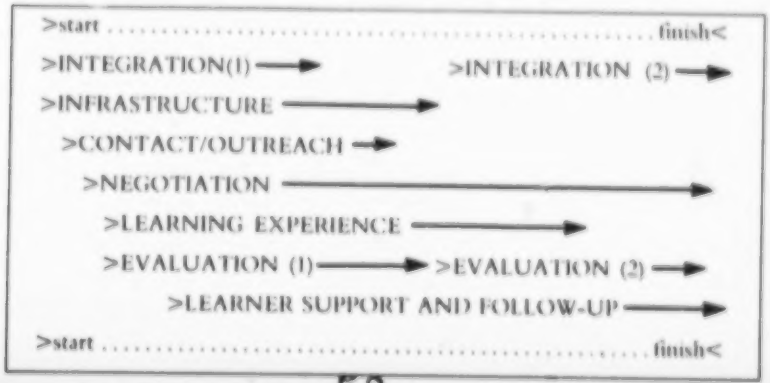
Subsequent experience, particularly in the third and collaborative initiative, points to the need for a reappraisal and development of the original category 'Follow-up'. It should now be broken into two different elements: 'Learner support and follow-up' and 'Integration'. In the course of the project a distinction emerged between the former, which was essentially student-centred, and the latter, which was much more institutionally based, including the incorporation, where relevant, of project ideas and good practice into more permanent and long-term institutional policy and programmes. Integration is particularly important for short-term initiatives like this project, although it must have relevance for any experimental work whether undertaken inside or outside an existing educational institution.

INTER-RELATIONSHIP OF STRATEGY ELEMENTS

Now that seven distinct strategy elements have been separated out for the sake of analysis, the next step is to see how they relate to each other. Several of the categories overlap, and these overlaps must be clearly understood before the strategy can be implemented in practice. The original strategy posited a rough linear progression from the initial contact/outreach stage through to the final evaluation, with negotiation beginning soon after contact/outreach and running parallel to the other elements right up to the final evaluation phase.

A CURRICULUM DEVELOPMENT STRATEGY WITH UNWAGED ADULTS: A MODEL

The revised elements, their sequence in time and their inter-relationship can be illustrated as in the figure below.



The elements in the figure can be described as:

Integration (1)	preliminary arrangements (some kind of contract) so that any short-term initiative can relate to institutional policy from the outset.
Infrastructure	deciding, first, general conditions (for example, team strategy, target groups, establishing resources), then (after Outreach) practical access arrangements (for example, crèche).
Contact/outreach	will normally finish with the beginning of the learning experience.
Negotiation	starting soon after Outreach and often continuing into the evaluation process.
Learning experience	(content and method), central to the strategy.
Evaluation (1)	running parallel with the learning experience and consisting largely of formative evaluation.
Learner support and follow-up	starting just after the learning experience but ideally continuing beyond that, either at a group or individual level.
Evaluation (2)	summative, relating the effect of the learning experience on the wider life-situation of participants.
Integration (2)	extending to the end of (and beyond) the strategy.

CHARACTERISTICS OF DIFFERENT STRATEGY ELEMENTS

Now that the inter-relationship has been illustrated between the different elements of a curriculum strategy with unwaged adults, the final stage in reviewing and drawing conclusions from the project's strategy is to analyse each element in turn. Reference will be made to specific project experience and to more general lessons to be learned. These general lessons are outlined in very practical terms in the Manual accompanying this report (MacWilliam et al.)

CONTACT/OUTREACH

The two main methods of contact used by the project were publicity and outreach. They can be analysed under the following headings.

UNWAGED ADULTS INVOLVED

Blanket publicity attracted 101 people to the initial 'Get Going!' Information Day, although only 18 of these went on to the subsequent introductory sessions/workshops. Of these 18, 12

were already known to project workers from previous community education initiatives.

In contrast, intensive (group-based) outreach in Shirley Warren led to work with a total of 19 women, none of whom were previously known on the 'unwaged network' or had any experience of organised adult education. In Millbrook, three of the four people involved in the co-operative Skillshare group were new to adult education approaches.

Targeted recruitment (involving a mixture of publicity and outreach) led to three black people and two women with children under 5 joining the 'Are You Enterprising?' course. The survey of needs for the 'Free on Fridays' workshops led to a total of 61 attendances for all workshops; it was noticeable that a greater proportion of those interviewed in person attended than those responding only to the questionnaire.

Drawing on this evidence and the more detailed experience it represents, the following conclusions can be drawn:

- blanket publicity is a useful way to attract large numbers of people to a one-off event which requires little further commitment from them;
- outreach work enables workers to build up a relationship with people who do not normally participate in adult education, and so go on jointly to develop suitable learning experiences;
- while targeted recruitment can be successful in attracting some people who might not otherwise have come to an event, it may not be as productive as negotiating the event with that target group from the outset. Developing real dialogue and credibility with groups who do not relate positively to educational institutions clearly requires a long-term strategy;
- working through community groups (rather than clubs or centres) means that higher numbers of women are contacted, as women tend to organise in groups (particularly round the needs of children) more than men. Other methods of outreach, such as 'door-knocking' or 'streetwork' may yield different results (although they are certainly very labour intensive!);
- in the light of these points, the whole outreach process and the subsequent negotiation that develops are dependent on both the gender and the race of the outreach worker.

COSTS AND TIME INVOLVED

During the project, the project team tried to carry out some kind of cost-benefit comparison between outreach and publicity approaches. Like a lot of cost-benefit analysis, this was problematic; it was difficult to compare like with like. Costs could be quantified and hence compared in terms of project time (by far the major cost) spent on different initiatives. Discounting the extra time required in negotiating and evaluating the collaborative contracts in Initiative 3, the time expended on each separate approach was approximately the same (1 half-time tutor for 12 weeks plus 20 hours supervision and support plus 10 hours extra evaluation) with one main exception. The community-

based outreach approach in Opportunity Creation took much longer, possibly because of the initial starting-point and the greater commitment needed to get a group-based enterprise off the ground.

However, benefit in educational terms cannot easily be reduced to quantitative measures. Other more qualitative considerations in this instance include: the type of person attending (new to further/adult education or not), the suitability and relevance of the subsequent course or event, the long-term effect of the initial contact, etc. Certainly, more subjective observations point to the longer-term effect of outreach work on the ability of educational institutions to relate to wider community needs and concerns, and to make these institutions more responsive to working-class adults.

DIFFERENT 'CURRICULUM' AREAS

In terms of the project's experience, Opportunity Creation (at least in its more conventional business or pre-business form) was seen to occupy a narrower curriculum area than Leisure. For this reason, it was easier to put across through publicity media. However, an outreach approach in this curriculum area had difficulty escaping from a top-down orientation owing to its more specific remit. In contrast, the broader brief of Leisure allowed considerable flexibility in responding to locally expressed needs and wants in an outreach approach, though it was difficult to communicate the range of options possible through publicity channels.

INSTITUTIONAL CULTURES AND INSTITUTIONAL IMPLICATIONS

The project's experience of working with different educational institutions with different organisational cultures is also instructive. Both the College and the Institute are having to take increasing note of 'the market' for their courses and are therefore well versed in publicity techniques and methods. Both are also in the process of developing and extending their more informal networks. The Institute networks are largely community-based whereas the College's are traditionally much more linked to employers. For this reason, community-based outreach is more acceptable and easier to initiate and sustain from an Institute base. In addition, the way that full-time workers' time is calculated (development time versus course remission) makes it more difficult for a college to develop the kind of long-term outreach strategy necessary to build dialogue and credibility with non-traditional student groups.

These differences perhaps highlight the distinction between 'marketing' and 'outreach'. A 'marketing' approach, with its origins in business values, does reach out beyond institutions to identify and create a 'market' for its (potential) educational and training provision. However, such an approach usually concentrates on reaching out to areas where there is likely to be a financial return (for example, employers) and tends to have a limited time perspective. However, outreach, with its origins in community-work values, often has greater regard for positive discrimination and social equity, and, as such, needs to have a much longer time perspective. It may be less concerned with finding a market for its potential educational provision (supply-

led) than making education responsive to the prevailing concerns and interests of those in the local community (demand-led). In fact, it is often concerned with going beyond immediate demand to discover latent demand jointly.

NEGOTIATION

Negotiation can take place mainly prior to or during a learning experience; in fact the curriculum strategy outlined earlier shows that almost every separate aspect of that strategy can be negotiated. Perhaps this project's greatest emphasis has been in the area of prior negotiation. In this area, negotiation can be influenced both by the specific content of a learning initiative and by the topic or content that is first mooted.

CONTENT BOUNDARIES

Much has already been written in this report about the effect of different curricular starting-points; certainly, the wider and more flexible the initial curricular area, the greater the scope for negotiation. Another important factor here is the extent of commitment to any curriculum area. This project has experienced throughout a tension and uncertainty about how far Leisure and Opportunity Creation were educational starting-points and how far the project was actually committed to curriculum development in these areas. Clearly, the greater the initial commitment, the more limited is the scope for negotiation. Even if the space for negotiation is limited (by external factors, resources, facilities available, etc.), it is obviously important for educators to be honest about this rather than engaging in any spurious negotiation process. Limitations like this can be partly overcome by educators/negotiators having a good knowledge of alternative provision and a list of named (and sympathetic) contacts in different institutions to follow up other interests and needs.

CONTEXTUAL BOUNDARIES

Regardless of subject constraints, negotiation can vary widely according to the context in which it is conducted. The project, with its commitment to negotiation as a key aspect of its curriculum development strategy, always tried to build in a degree of negotiation, but this nevertheless varied considerably. An outreach approach offered (perhaps necessitated) the greatest scope for negotiation over location, timing, content, methods, etc., while an advertised course like 'Are You Enterprising?' only allowed limited space to take on board the particular interests and needs of participants, within the previously planned structure and content.

Whatever the context of any prior negotiation, there will be a time when some options have to be closed off in order to come up with a recognisable beginning to the proposed learning experience and for the educator to make preparations to resource and meet identified learning needs. Too early a closing-off may restrict the dialogue and the possible emergence of more 'latent' and deep-seated learning needs, while too late a closing-off runs the risk of making no visible progress and inadequate tutor preparation.

'COURSE' NEGOTIATION (DURING THE LEARNING EXPERIENCE)

The project used a number of different negotiation stages and methods during the learning experiences it initiated. Clearly, the more continuous the negotiation, the more likely it is to be able to take on board the different needs of participants, and the more like 'a group' it becomes. There is a trade-off here between participants' needs and the 'logical' needs of the topic or subject under discussion. The danger of concentrating on the latter is that the content (and the tutor) does not take account of the individual and collective circumstances of participants, yet there may be equal dangers in developing a group atmosphere that has no agreed reference point and general content area. In recognition of these dangers, project workers found it most productive to develop 'course' negotiation at regular intervals, thus allowing choice, continuity and commitment to exist together. They also found it useful to vary the methods of negotiation (individual/group, formal/informal) so as to ensure that everyone's voice was heard.

ESTABLISHING EDUCATIONAL INFRASTRUCTURE

In the project's development, this category has consisted of two phases: a first stage which occurs before any real negotiation with potential participants when the project team decide their overall principles (for example, how to operate in general terms, what area to target, what resources to make available or seek out); and a second stage which is more immediately practical, involving arrangements concerning premises, childcare and access facilities.

FIRST-STAGE PREPARATIONS

The issues to be addressed here are in many ways akin to those first questions outlined in the FEU's 'Systems Model' in *Curriculum Development in the Education of Adults* (Chadwick and Legge, 1984). General principles and working methods must be agreed, possible problems anticipated, resource implications considered and then practical constraints identified. In a sense, these mark out the boundaries for negotiation: for example, an overall commitment to anti-racist and anti-sexist ways of working can be affirmed from the outset, but the details of putting this into practice need to be negotiated with the different people (and institutions) involved in each initiative; similarly, a team approach can be agreed with major decisions to be made collectively, yet there must be sufficient flexibility built in for each team member to respond quickly to emerging needs and circumstances.

SECOND-STAGE PREPARATIONS

These are more practical, but equally important — they are primarily concerned with access. For example, there is little point in devising a brilliant course if it is to be held at a time and place which exclude a large part of the target group. These practical arrangements have proved to be particularly important when working with unwaged adults. The whole development of a learning initiative and the make-up of those involved can depend on:

- timing;
- duration;
- location;
- premises;
- childcare and help with other dependants;
- access arrangements for people with disabilities;
- fees;
- registration procedures;
- size of group;
- the language of publicity and course materials.

A lot of these may depend on the area or group being targeted and can be negotiated with prospective participants. However, all must be considered if a genuine attempt is being made to make an adult education approach relevant and accessible to all unwaged people.

LEARNING EXPERIENCE (CONTENT AND METHOD)

The project's different learning experiences (courses, workshops, groups, etc.), although limited to some extent in their content coverage, took place in a wide variety of contexts and with a wide variety of people. A key question for any such learning experience is how it can take account of these differing contexts and participants in developing both content and process and in using formal or more informal methods.

LEARNERS' NEEDS

It is wrong to have any stereotypical image of unwaged adults. But, at the same time, it should be recognised that unemployment can bring with it certain negative effects, whether they are those outlined by Warr (1983a) (see Chapter 5, 'First-stage learning needs') or those noted earlier in this report (Chapter 5, 'Leisure time and education for leisure'). Of course, they do not affect people equally, and consequently initial motivations, current time available and long-term ambitions vary considerably. For example, some people are unsure whether or what they want to learn, whereas others have much more specific means and ends in mind.

In this context, the project's distinction between first-stage and second-stage learning needs may be useful. Unwaged adults who are uncertain of their next step may require a greater emphasis on process, fostering a sharing of experiences, group support and solidarity and encouraging self-assessment and personal development, before they are ready to identify more specific content. (This was the case with almost all the participants in the project's second, community-based initiative.) They need first to be listened to, supported, have their own experience validated and their self-confidence enhanced — the task is to open up options rather than at this stage focus on possible solutions. On the other hand, those with more specific aims want to examine

certain content areas, glean 'hard facts' and develop and implement existing ideas and plans. For them, the emphasis needs to be more on content than on process, although they may also require support in examining their aims and objectives in the light of what is possible in the prevailing socio-economic conditions.

The existence of different learning stages has implications for outreach work and the design of each learning experience. It seems to point to a need for pre-counselling before any educational initiative so that student expectations are considered properly and people with vastly different motivations are not subject to the same approach. This pre-counselling should ideally be conducted by educators conversant with the particular subject field rather than people who are primarily administrators. It also requires there to be a reasonable range of course/workshop options available to unwaged adults in the first place.

CONTEXTUAL INFLUENCES

Just as the learning experience should respond to the differing needs of individual learners, it needs also to take account of the wider learning context and socio-economic circumstances. Whether learners are opening out options or investigating solutions, they need to be aware of the general influences affecting these options or solutions: for example, how a single parent can get help with childcare or with course fees, how much he or she can earn without affecting benefit, what national and local government support is available for small-business start-ups. Of course, some unwaged adults are only too aware of the wider factors affecting their lives and their ambitions, but others may need to investigate the overall context of their learning, not in the sense of accepting absolute barriers but to recognise limitations which must be overcome or acknowledged in their pursuit of longer-term goals.

LEARNER SUPPORT AND FOLLOW-UP

A characteristic of all adult learners is that their learning cannot be seen in isolation from their day-to-day lives and concerns. Unwaged adults cannot just leave their daily problems behind when they enter the 'classroom'. Their learning may have to coexist with financial difficulties, family worries and other stresses and strains. With this in mind, a course or workshop may not be sufficient in itself to sustain them in their learning — extra support and follow-up may be necessary. This may be required during and after a learning experience, on an individual or group basis, from peers or from the tutor.

GROUP SUPPORT

A good tutor will try to foster this group support right from the first meeting. A sensitive sharing of experiences and problems can help to build up solidarity and support within and beyond any learning situation. In this way, in addition to the tutor's input, all the groups in the project's Initiatives 1 and 2 were able to provide some of the important understanding and caring that complemented the learning that was taking place. However, this may be difficult to sustain on a group basis after the tutor/educator withdraws. It is important for educators to build up

group solidarity, group support and a longer-term group identity and independence, but this is easier said than done and requires careful preparation. While groups will have the momentum to want to continue meeting, they may still need resources (for example, premises, crèche provision), staff support (for example, help in planning and organisation) and long-term institutional links (access to different contacts, expertise and further resources). Any short-term initiative must take account of these needs in both its developmental and phasing-out process.

INDIVIDUAL SUPPORT

Group solidarity is very valuable, but many people want and need individual support in addition, perhaps concerning study problems, to do with longer-term plans, or on more 'personal' matters. Learning activities can be planned so that there are informal breaks when individual anxieties can be picked up quickly as well as special sessions before or at the end of a course where one-to-one counselling and advice can be given.

Longer-term post-course individual support can be very expensive in terms of tutor time; the project offered this to all participants. Although this was not requested to a great extent, it proved critical in some instances: for example, in helping a participant in 'Work Out Your Options' get a writers' group off the ground and in giving individual follow-up support to an 'Are You Enterprising?' participant in setting up a new business with her husband. Often the need is for more specialised help, and this can be accomplished through referrals to other agencies. A vital consideration here, especially for those lacking in self-confidence, is a personal introduction if possible, or, failing that, at least the name of a sympathetic known person in the relevant organisation.

EVALUATION

Evaluation is a much-used and widely interpreted concept. During the project, attempts have been made to evaluate each different approach in each learning initiative as well as the project as a whole.

WHO FOR AND WHY?

From the outset of any learning initiative or project, it is vital to define and understand who evaluation is for: learners, tutors, curriculum managers, project sponsors or others. Evaluation in work with unwaged adults may attempt to achieve the following:

- **For learners**:
  - — to find out in what way a learning experience has been worthwhile (or not);
  - — to identify new goals and the steps necessary to achieve these goals;
  - — to estimate the long-term effect of the learning experience on the learner.
- **For tutors/educators**:
  - — to see if original aims and objectives have been met;

— to identify successful and unsuccessful aspects of a course or project;

— to prepare for changes or improvements for the future.

- **For curriculum managers (head of department, vice-principal, etc.):**

  — to estimate/assess the success of the course or project;

  — to identify key lessons and developments of relevance to the educational institutions with a view to developing future policy and programmes.

- **For project sponsors:**

  — to estimate the success of the project;

  — to identify new ideas and strategy emerging from the project;

  — to get some idea of 'value for money';

  — to develop experience and findings relevant to new projects.

HOW?

Evaluation can be conducted in a formative way (as a learning experience or project proceeds) or a summative way (carried out at the end). It can concentrate on internal aspects (the nature of the course itself and its component parts) or wider external aspects (its overall effect on participants or institutions). The longer the whole process is, the more necessary it is to think about and plan in advance ways of monitoring. This project kept detailed records of all project activities, held regular team meetings which were minuted comprehensively, wrote individual reports on each separate learning initiative (six in total), compiled interim project reports (four) at intervals for a steering committee, and then wrote this final report. In this way there has been plenty of evidence to draw on and the dangers of altering views as a result of hindsight have been reduced.

BY WHOM?

There are obvious advantages in any evaluation being carried out by a person other than the tutor: for example, greater objectivity, greater student honesty, etc. However, in work with unwaged adults (and with other adults) this has to be balanced against the disadvantages: for example, the 'strangeness' of an outsider to students, or the possible lack of shared understandings on the part of the outsider. The project's solution to this was for the project team co-ordinator to carry out most post-course summative evaluation; he had not been directly involved in much of the learning experience, yet through regular team meetings was very much in touch with the aims and progress of the different approaches. He also had considerable experience of working face-to-face with unwaged adults. This solution was not appropriate in evaluating the Shirley Warren group, which was all-female and had developed into a type of women's group. Here the benefits of objectivity were clearly outweighed by problems of introducing to the group someone who was both a man and an outsider. In this case the project decided that the best person to

evaluate the initiative was in fact the project worker who had been involved throughout.

EVALUATION AND ASSESSMENT

Evaluation is also a complex and time-consuming area with many attendant dangers, some arising from an over-emphasis on assessment, as with the recent pressures on educators created by staff appraisal and the adoption of 'performance indicators'. One clear danger here is undue reliance on simplistic and often spurious quantitative measures. For example, the number of people who attend a course and move on to get a job or to take up a longer-term training opportunity is only one measure of the worth of a course.

Key factors that it does not take account of include:

- participants' previous educational or occupational background;
- participants' family and other commitments;
- the subjective effect of the course on participants;
- the general availability of jobs/courses in the particular area;
- the long-term effect on the participant (for example, some training courses or short-term jobs can lead to dead-ends).

It is important that quantitative measures are viewed critically and complemented by more qualitative measures such as 'personal effectiveness', attitude change or the opening up of new options. In developing such qualitative measures, it is useful to take note of the evaluation methods and criteria of achievement adopted by Charnley and Jones in their 1979 study, *The Concept of Success in Adult Literacy* (Charnley and Jones, 1979). In educational work with unwaged adults, it may be possible to develop, amongst other qualitative measures, variations of Charnley and Jones' 'Affective Personal Achievements', which outline ways of demonstrating increased confidence on the part of students.

Another danger is that of self-justification; this can be minimised by asking questions that are either open-ended or 'neutral', by ensuring anonymity for survey respondents or by a third person conducting interviews. In the course of all its initiatives, in addition to formative analysis (tutors' observations, continuing feedback from students and discussion of the issues and problems in the project team), the project tried to use a mix of summative evaluation methods; in each case post-course feedback sheets were used. This was followed up at a later stage (four to six months) by individual interviews in Initiative 1, group interviews in Initiative 2 and 'representative' case-studies in Initiative 3. Some course 'drop-outs' were also sent questionnaires to try to identify specific factors that caused them to leave the course.

What can be gleaned from this total experience is that, while post-course feedback was gathered effectively, and useful and instructive information gained from course 'drop-outs', it was both time-consuming and very difficult to assess the long-term effects on individuals of the project's work. The most useful evidence here proved to be:

- **group-related** — that is, the continued meeting and development of groups initiated by the project;
- **institution-related** — that is, the incorporation of project curricula and ideas into longer-term institutional provision.

The nature and causes of individual 'progression' were very difficult to assess in any 'objective' way, although later evaluation sessions often proved useful in identifying a need for accompanying or subsequent follow-up.

INTEGRATION

Integration of new curricula, good practice or different methods and appoaches needs to be planned from the beginning of any project or experimental course. In this way it can be related to current policy and practice, and resource implications can be worked out in advance. Key considerations in the integration process (particularly in the case of work with unwaged adults) are:

- the bridging of institutional cultures;
- the potential use of contracts;
- continuation funding available for new initiatives.

The project had some advantages in its collaborative work with existing educational institutions: while it was not an equal partner with either collaborator, the previous links and personal credibility of its members with both institutions, and its 'status' as a result of being an FEU project, helped to reduce the 'marginality' that work with unwaged adults often has to contend with. The very nature of the work (for example, its being more off-site, outreach-based, negotiated, etc.) and its often separate funding (with little or no self-generated income) can work against integration, particularly with bigger, more formal institutions and their standard ways of working. However, the fact that most of these problems and difficulties were discussed and explored in advance of the collaborative initiative made integration easier in practice.

The project's experience of using a contract with its two collaborating institutions was a positive one. By dint of some initial extra effort on the part of those actively involved in the joint venture, different background and values could be compared and reconciled, constraints and problems acknowledged and anticipated, appropriate contributions agreed, and commitments to suitable follow-up and integration outlined.

The use of some kind of 'contract' in relation to experimental project-type work would appear to be a good idea, even if the contract is relatively informal. Of course, this does not get over all the problems of integration, a crucial area. One that is particularly difficult for educational work with unwaged adults is that of continuation funding.

Even where good practice can readily be identified, funding is necessary to ensure that the work can be continued within an overall institutional context. For example, Southampton Technical College has found the 'Are You Enterprising?' course to embody good practice and to meet a clear need amongst

potential entrepreneurs who are currently unwaged. However, because it is not likely to generate much money on its own, the continued development of the course, including its outreach work and targeting approach, is dependent on funding from some other source.

This area of follow-up funding is something over which project workers and (sometimes institutions) have little control, and it is an area where project sponsors, mainstream institutions and local and national government need to come to some arrangement if educational work with unwaged adults is not always to remain a marginal, primarily project-based activity.

1. This involves seven distinct but overlapping processes:
   - contact/outreach
   - negotiation
   - establishing educational infrastructure
   - learning experience (content and method)
   - learner support and follow-up
   - evaluation
   - integration

   The inter-relationship between them is complex (see the model in Chapter 7) and the relative importance of each process will vary according to each specific working context (see Chapter 7).

2. Key influences on any curriculum development strategy with unwaged adults will be:
   - socio-political aims;
   - the social and economic context of unemployment;
   - starting-points: institutional and educational;
   - negotiation — parties, context and content;
   - an understanding of good practice.

3. Socio-political aims

   It is vital to be clear about these from the outset. An educational approach is likely to have its greatest impact in the area of developing individual autonomy, but this aim cannot be pursued without regard to wider socio-economic forces. (See Chapter 3, 'The project's overall socio-political aims'; Chapter 6, 'Overall socio-political aims.')

4. The social and economic context of unemployment

   The educator can foster individual autonomy by helping unwaged adults investigate and understand the social and economic context of unemployment — its economic and political causes, its economic, social and psychological effects, and the range of possible responses to it at an individual and collective level (see Chapter 5).

5. Starting-points

   There is a danger in identifying too precise objectives prior to any dialogue with prospective students. A more useful concept in work with unwaged adults is the idea of starting-points. The educator needs to be clear (and honest) about his or her starting-points, for example, resources available, time constraints, network contacts, institutional expectations, content expertise, before entering into curricular negotiation with unwaged adults (Chapter 7, 'Negotiation').

6. Educational starting-points

The educator can also provide educational starting-points for unwaged adults: suggested content areas and a range of examples of practice that help them better understand the possibilities of an educational approach and relate it to their own needs, experience and interests. A vital consideration here is that educational starting-points serve to open up options rather than offer solutions (see Chapter 3, 'Previous experience'; Chapter 6, 'Educational starting-points').

7. Negotiation

Any curricular negotiation with unwaged adults should take account of:

- the unwaged adult and his or her experience, skills and knowledge;
- the educator and his or her expertise;
- the market needs of the local and national economy (for example, job and skill gaps);
- wider societal and institutional factors (for example, training resources available, the Income Support System);
- the specific content of the curricular area being investigated or developed.

The development and outcome of any curricular negotiation is influenced by:

- the working context of the negotiation (for example, community-based, college-based);
- the specific educational starting-point of the negotiation — any particular content area and its nature (for example, wide and flexible or narrow and tight) (see Chapter 6, 'Negotiation'; and Chapters 5 and 6).

8. Ideas of good practice

Good practice needs to be developed systematically. It is dependent on:

- the values of practitioners;
- the institutional context of the practice;
- the existing constraints of each particular working situation (for example, time, resources, premises) (see Chapter 6, 'Good practice').

LEISURE AND OPPORTUNITY CREATION

1. In both areas the curriculum development process with unwaged adults consists of two main stages:
   - opening up options: self-assessment, confidence raising, personal development;
   - examining possible solutions: starting your own business, home production, entry to further education, developing voluntary and community work, etc.

The length and inter-relationship of each stage will depend on the initial confidence, motivation and skills of each unwaged adult (see Chapter 5, 'Different learning stages').

2. 'Education for Leisure' is not a productive starting-point for beginning an educational dialogue with unwaged adults. A better initial reference point might be 'Education for Work', where work is understood to cover a wide range, including employment, self-employment, further education, caring, community work, etc. (see Chapter 5, 'Leisure time and education for leisure').

3. 'Leisure' can have little meaning for many unwaged women and long-term unemployed people in general; the Watts and Knasel 'Leisure' area is clearly linked to 'Coping' in many cases. Educators need to take account of coping needs, but can help unwaged adults move beyond merely coping by encouraging, at the same time, a perspective that is more open-ended and ambitious and less restrictive (see Chapter 5, 'Leisure time and education for leisure').

4. Some learning objectives need to be pursued at an individual level (for example, to further education, the development of hobbies). This highlights a clear need for individual educational guidance and counselling and the identification of people, groups or educational provision with particular expertise in a wide range of hobby/skill areas (see Chapter 5, 'Learning needs requiring an individualised response').

5. Educators should be aware of the possible impact of the ideology of enterprise in developing education and training for enterprise. Before committing themselves, students need to understand fully the foundation of skills, market research, contacts and capital necessary to succeed in self-employment. They should be encouraged to review thoroughly and critically their enterprise ideas and options with particular reference to prevailing economic conditions. In evaluation, a decision not to proceed in business should be acknowledged as a successful outcome for both the individual and the course (see Chapter 5, 'Enterprise and choice').

6. There is a need for an Opportunity Creation curriculum to consist of two stages:

   - a first exploratory and student-centred stage developing self-assessment, raising confidence and investigating what a business is and how it works;
   - a second more technical stage studying details of income tax, VAT, bookkeeping, etc.

   There needs to be a range of provision covering both stages, and potential students should be offered pre-counselling by informed educators so that they can identify the stage or level most appropriate for them (see Chapter 5, 'Different curricula for those at different stages', 'A pre-business curriculum' and 'Content is not enough').

7. An Opportunity Creation curriculum implies a close link between learning and action, and hence a greater initial

commitment on the part of the student. Group-based enterprise cannot easily be studied in the abstract; it is often best learned through being carried out in practice. For people to undertake collective enterprise they need to have not only a collective idea but a group identity, a clear (and equal) commitment and a set of relevant, trained and complementary skills (see Chapter 5, 'Learning and action', 'Collective enterprise').

LOCAL EDUCATION AUTHORITIES, COLLEGES AND ADULT EDUCATION INSTITUTES

1. Educational work with unwaged adults cannot solely be based on short-term market considerations or developed in conventional marketing terms. Making an educational approach meaningful and useful to long-term unemployed adults involves a ***long-term strategy*** reaching out to develop dialogue, community networks and credibility for education, educators and educational institutions. This can normally be best achieved by community-based and flexible institutions (see Chapter 7, 'Contact/outreach').

2. Larger institutions like colleges need to project a more welcoming, open and outgoing image if they are serious about developing work with unemployed adults, particularly non-traditional users like the black community, working-class women, etc. (see Chapter 7, 'Institutional cultures and institutional implications').

3. Appropriate educational infrastructure is essential if all unwaged adults are to have real access to further and adult education. Some infrastructure arrangements require only a change of attitude on the part of institutions, but extra funding is particularly necessary to develop crèche provision and access for adults with special needs (see Chapter 7, 'Establishing educational infrastructure').

4. Educational work with unwaged adults can be developed in two stages: the first stage should be largely student-centred and opening up options; the second should be more content-specific and investigating solutions. A modular approach may be appropriate here, with small, locally based institutions concentrating on the more sensitive, labour-intensive first-stage work and larger colleges, with their better resourced subject expertise, developing second-stage work (see Chapter 5, 'Different learning stages').

5. These two stages must relate closely to each other, with collaboration between institutions in guidance and counselling, teaching approaches, programme planning and policy. Some form of written contract may be useful in developing the essential detail of this collaboration, bridging different institutional values and ensuring the integration of good practice into long-term policy and programmes (see Chapter 3, 'Initiative 3', sections 'Initial stages', 'Contract negotiations', 'Follow-up', 'Evaluation', 'Outcomes' and 'General observations').

6. Traditional distinctions (and funding!) between non-vocational and vocational courses are not useful in developing educational work with unwaged adults. A more helpful starting-point is to promote 'Education for Work', where work is clearly defined as covering a range of useful activities including employment, self-employment, caring, further education, community work, etc. (see Chapter 5, 'Leisure time and education for leisure').

1. Good practice in curriculum development is value-based, dynamic and context-specific; therefore models of practice cannot easily be transferred from one institutional context to another. However, the construction of a list of good practice ideals may serve to focus on specific factors that cause differences between institutions. Such a list could also help to identify contextual constraints that result in a divergence between 'theory' and practice. The FEU could usefully sponsor further research in this area (see Chapter 6, 'Good practice').

2. Educational work with unwaged adults is often a marginal and primarily project-based activity. Project contracts with existing educational providers should underline the need for post-project continuity and development. This may help to ensure that worthwhile project initiatives and good practice survive in the longer term and are integrated into the policies and programmes of educational institutions (see Chapter 3, 'Initiative 3', sections on 'Initial stages', 'Contract negotiations', 'Follow-up', 'Evaluation', 'Outcomes' and 'General observations').

3. Funding that is tied to traditional vocational or non-vocational categories is unhelpful in developing the curriculum with unwaged adults. Funding for 'Education for Work', where work is widely defined (see 6 above), might result in project and practice of greater immediate appeal and relevance to the unemployed and unwaged. This may be another area of further research (see Chapter 5, 'Opportunity Creation topics and issues').

4. A critical approach to education and training for 'enterprise' must be fostered so that educational institutions, in response to financial inducements and pressures, do not merely promote the values of an enterprise culture without due consideration of the difficulties involved in becoming self-employed. Such an uncritical approach can produce outcomes that are counter-productive outcomes for individuals, for training institutions and ultimately for the economy. In the course of becoming more entrepreneurial and responding to market forces, educational institutions should be made aware of the dangers of abandoning traditional 'liberal' values. Evaluation criteria should be encouraged that recognise a decision not to proceed with self-employment as a successful outcome for the individual and course alike (see Chapter 5, 'Enterprise and choice').

5. Further research is necessary to test, develop and promote recognised qualitative evaluation criteria to complement more prevalent quantitative measures (see Chapter 7, 'Evaluation and assessment').

THE TRAINING AGENCY

1. Unemployed adults should be invested with time and in-depth counselling to be able to develop sufficient self-

assessment, self-confidence and information to identify all possible education and training options before being committed to a particular course of action. An unduly pressured decision at this early and uncertain stage and a subsequent mismatch between student potential and training provided will ultimately be self-defeating for the individual and the economy (see Chapter 5, 'Opportunity Creation topics and issues').

2. Those interested in learning about self-employment should be offered a range of courses at different levels and initial pre-counselling by educators/trainers with experience and knowledge of business and self-employment so that they can study at a level suited to their motivations and skills (see Chapter 5, 'Opportunity Creation topics and issues').

FURTHER EDUCATION UNIT

Title: A comparative study of the implementation of contrasting objectives for the unemployed (RP392/REPLAN)

Starting Date: January 1987

Completion Date: June 1988

Aims:

i) To explore and define appropriate teaching and learning strategies for contrasting objectives in educational provision for the unemployed.

ii) To develop the experience of outreach methods derived from an earlier project.

Background: An important part of the existing NIACE REPLAN project in Southampton has been the setting up of local unemployed groups through the use of various outreach methods. As a result of these initiatives groups of unemployed adults have been formed, curricula negotiated and progression to further opportunities achieved.

The FEU REPLAN publication *Adult Unemployment and the Curriculum* (FEU 1985) contains a conceptual framework for the curriculum illustrated by five possible objectives. The methods developed in the Southampton project in two constrasting areas, Opportunity Creation and Leisure, provide an opportunity to test these local initiatives against the conceptual framework in the publication.

Although the five objectives of the 1985 report when delivered provide a comprehensive curriculum, the implementation of such a curriculum may require a variety of teaching and learning strategies. The project will attempt to note the variety and contrast between these various strategies.

Methods:

i) establish framework for comparative study
ii) recruitment of groups by a variety of methods
iii) piloting of induction courses to negotiate curricula
iv) interim report making a preliminary study of experience with special reference to opportunity creation and leisure
v) implementation of new curricula
vi) evaluation of curricula in action
vii) final report outlining appropriate teaching and learning strategies for the delivery of curricular objectives.

A Steering Committee consisting of representatives from the University, the LEA, the MSC and the FEU will monitor the work of the project. In addition a group consisting of representatives from four related projects (including in addition 321, 332 and 347) will be from time to time convened by the FEU to review progress.

Outcomes:

i) A report suitable for consideration for publication by the FEU

ii) A manual for community/adult education workers outlining appropriate teaching and learning strategies for working with the unemployed

APPENDIX B

DRAFT CONTRACT FOR COLLABORATION WITH SOUTHAMPTON INSTITUTE IN THE CURRICULAR AREA OF PERSONAL AND COMMUNITY ACTIVITIES ('LEISURE' AS DEFINED BY THE FEU)

Draft contract — based on the meeting of 14 December 1987 between Peter Read of Southampton Institute and Rennie Johnson and Irene MacWilliam of the Unwaged Learning Project (ULP).

General agreement:

The two sides to collaborate in the Leisure area. This will build on and formalise already existing co-operation between the two parties. Target groups to include those unwaged adults already involved in the project's Initiatives 1 and 2, and the unwaged adults who attend the Respond learning base. This initiative may also be relevant to other groups and individuals in the local community. The curriculum to focus on 'second-stage' areas as previously identified by the project, e.g. voluntary work, access to further and higher education, leisure interests, self-defence, assertiveness training, time management, etc. The most probable form of curriculum delivery to be one-day workshops.

1. What the ULP is prepared to offer in this collaborative initiative:
   - our project experience so far, curriculum development, etc.;
   - Irene's personal experience and knowledge of this curricular area;
   - a large part of preparation and planning (to be discussed further between Irene and Sue Leahy of the Institute);
   - some appropriate outreach work;
   - access to project and personal contacts and networks, e.g. community groups, other agencies, etc.;
   - some teaching resources (IM and SL to discuss further);
   - a large part of the face-to-face teaching;
   - appropriate evaluation of the projected initiative;
   - assistance in designing any follow-up initiatives;
   - crèche assistance.
2. What the Institute is prepared to offer the collaboration:
   - some space for teaching and crèche space (in conjunction with the WEC, if at Stafford Road);
   - some preparation and planning (Sue Leahy to be allocated some extra sessions for this);
   - access to Institute experience of day workshops, e.g. the Activities Days previously run by Di Collins and Rinie Loades;

- access to Institute resources (e.g. photocopying, use of Respond resources, with the approval of the Respond group);
- access to Institute contacts and networks, e.g. part-time tutors, ABE groups, Community Schools, young unemployed groups, etc.;
- some teaching if appropriate (IM and SL to discuss);
- appropriate links into other Institute provision, e.g. AE, youth work;
- a commitment to some Institute follow-up and development if the collaborative initiative is successful.

3. Project constraints:
   - time: we need to finish the teaching element by Easter;
   - availability of Irene MacWilliam, working part-time only;
   - cost — normally our provision is free (to be discussed further).
4. Institute constraints:
   - available space;
   - availability of crèche and crèche workers;
   - existing commitments of Institute staff;
   - cost — normally unemployed adults pay a small fee (to be discussed further).
5. Good practice — where possible this collaborative initiative to follow the principles set out by the project in their 'Good Practice' paper.
6. Further discussion and negotiations — to be carried out by Irene MacWilliam and Sue Leahy and proposals put to a meeting attended by them, Peter Read and Rennie Johnston — date still to be fixed, late January?

APPENDIX C

DRAFT CONTRACT FOR COLLABORATION WITH SOUTHAMPTON TECHNICAL COLLEGE IN THE CURRICULAR AREA OF ENTERPRISE ('OPPORTUNITY CREATION' AS DEFINED BY THE FEU)

Draft contract — based on the meeting of 11 December 1987 between Malcolm Price, Sylvia Waghorn, John Bridge and Godfrey Collier, Southampton Technical College, and Rennie Johnston and Michael Jacobs, The Unwaged Learning Project (ULP).

General agreement:

The two sides to collaborate in the Enterprise area in response to the learning needs of those people who attend the Enterprise Allowance awareness/induction day at the Technical College but do not carry on with the scheme. Other individuals and groups could also be targeted to supplement this base group, e.g. members of local community groups, those on JTS with a particular interest in self-employment. The curriculum to focus primarily on the pre-business area, i.e. the generating and development of business ideas rather than the more technical enterprise aspects like preparing a business plan, cash-flow forecasting, bookkeeping, etc.

1. What the ULP is prepared to offer in this collaborative initiative:
   - our project experience so far, curriculum development, etc.;
   - Michael's personal experience and knowledge of enterprise initiatives;
   - a large part of preparation and planning (to be discussed further by Michael Jacobs and John Bridge);
   - some appropriate outreach work;
   - access to project and personal contacts and networks, e.g. community groups, the CDA, the City Council;
   - some teaching resources (MJ and JB to discuss);
   - a large part of the face-to-face teaching (to be further discussed, etc.);
   - appropriate evaluation of the projected initiative;
   - assistance in designing any follow-up initiatives;
   - crèche assistance.
2. What the Technical College is prepared to offer the collaboration:
   - some space for teaching and/or crèche provision (to be discussed further by MJ and JB);
   - some preparation and planning (MJ and JB);
   - access to appropriate Technical College resources, e.g. Departmental, Library, Reprographics;

- access to College contacts and networks, e.g. Jobcentre, Chamber of Commerce;
- some teaching if appropriate (MJ and JB to discuss);
- appropriate links with other departments;
- a commitment to some College follow-up and development if the collaboration is successful.

3. Project constraints:
   - time: we need to finish the teaching element by Easter;
   - availability of Michael Jacobs, working part-time only;
   - cost — normally our provision is free (to be discussed further).
4. College constraints:
   - space is difficult to find at the College;
   - existing timetable commitments of staff;
   - administrative procedures?
   - cost — normally unemployed adults pay a nominal fee (to be discussed further by MJ and JB).
5. Good practice — where possible this collaborative initiative to follow the principles set out by the project in their 'Good Practice' paper.
6. Further discussion and negotiations — to be carried out by Michael Jacobs and John Bridge and proposals put to a meeting of the above group (Enterprise Steering Group?) on Friday, 22 January 1988 at 3.15 at the Technical College.

1. Infrastructure

a) General conditions:

- strategy discussed and major decisions made in teams;
- sufficient teaching and back-up resources;
- target group decided on with clear reasons;
- clear publicity stating cost, childcare and access arrangements;
- free or cheap to the unwaged, no-one prevented from coming because of finance;
- commitment to anti-racist and anti-sexist ways of working;
- willingness to adapt teaching/learning resources and methods to the needs of people with disabilities;
- no application forms, just registration;
- clear criteria for acceptance of students on to courses.

b) Premises:

- free crèche provision with time for it to develop;
- access for people with disabilities;
- accessible by public transport;
- help with transport where possible;
- comfortable, with basic social facilities — tea and coffee available.

2. Curriculum

a) Outreach:

- educational starting-point where appropriate;
- method of outreach agreed and realistic time allowed;
- outreach to include contact with key workers, agencies and activists, as well as with members of local groups.

b) Negotiation:

- before and during the course;
- pre-counselling with clear information on what course will involve — to be related to expectations of students;
- support and referral back-up for those who cannot come on course;
- curriculum negotiated with potential students, including content, time, length of course, location;
- course delivery fast, within a few weeks of negotiation.

c) Learning experience (including content and method):

- planning, preparation and commitment by individual tutors;

- recognisable and relevant content;
- tutors aware of wider socio-economic context and can relate it to the curriculum and to different student circumstances;
- flexible lesson plans before each session;
- promoting self-confidence in students;
- experience-based or experience-related, a bottom-up approach to knowledge;
- negotiation at appropriate points, by individual interview and group exercise as well as group discussion;
- opening up options for groups and individuals;
- promoting independence — individuals and the group gradually taking greater control of their learning within the course;
- individual counselling with regard to curriculum content and future plans;
- support and referral for those raising issues outside the boundaries and scope of the course;
- careful in raising unrealistic expectations.

d) Evaluation:

- opportunities for feedback at each session;
- evaluation at fixed intervals;
- both individual and group evaluation at the end of course;
- further evaluation some time after the course.

e) Follow-up:

- individual or group if required;
- creation of supportive group feeling and identity with networks extending beyond the course if appropriate;
- availability of further relevant information at end of course;
- develop productive follow-up links with other agencies.

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The objects for which the **Further Education Unit (FEU)** is established are to promote, encourage and develop the efficient provision of further education in the United Kingdom and for that purpose:

a) to review and evaluate the range of existing further education curricula and programmes and to identify overlap, duplication, deficiencies and inconsistencies therein;
b) to determine priorities for action to improve the provision of further education and to make recommendations as to how such improvement can be effected;
c) to carry out studies in further education and to support investigations of and experimentation in, and the development of, further education curricula and to contribute to and assist in the evaluation of initiatives in further education;
d) to disseminate and publish information, and to assist in the dissemination and publication of information, about recommendations for and experiments and developments in further education.

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